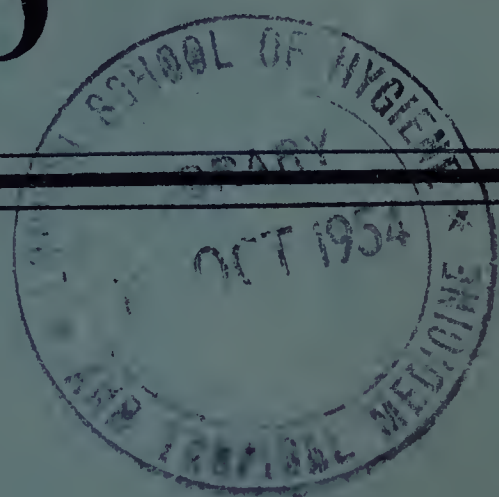




COLONIAL REPORTS

Gold Coast
1953



LONDON: HER MAJESTY'S STATIONERY OFFICE
1954

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COLONIAL OFFICE

REPORT ON THE GOLD COAST

FOR THE YEAR
1953

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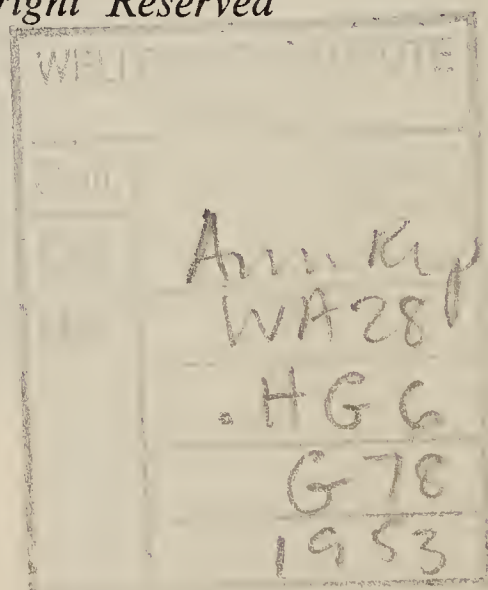
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PART I

General Review

THE Coronation of Her Majesty Queen Elizabeth was celebrated throughout the Gold Coast with great acclaim.

An official delegation of four members of the Legislative Assembly, including the Ministers of Local Government and Labour, together with the Speaker, were present in Westminster Abbey, while two Northern Territories Chiefs travelled privately to London for the occasion. Seven officers and forty other ranks of the Gold Coast Regiment formed part of the West African contingent which marched in the Coronation procession.

The ceremony of Trooping the Queen's Colour took place on the day of the Coronation at a large parade in Accra at which the Governor took the salute. In the following days he held durbars at Kumasi, Tamale, Sekondi-Takoradi, Cape Coast, and Ho. Special services were held on Trinity Sunday by all the main religious groups and were attended by large congregations. Firework displays organised throughout the country by a visiting expert culminated in a monster display at Accra witnessed by many thousands of people. Sportsmen held meetings and football matches, boxing tournaments, cycling and canoe races were organised. Dancing competitions were a feature of the week preceding Coronation Day and the dance at Accra was attended by over 1,200 from all groups in the community. Another feature of the celebrations in Accra was a torchlight procession in which nearly 3,600 school children took part.

Patients in hospital and leprosaria were not forgotten, extra food being issued to them. Every child attending school received a souvenir beaker and a national essay competition was organised by the Education Department.

A record of the celebrations in the Gold Coast was made by the Gold Coast Film Unit in their colour film "Salute to a Queen", a copy of which is to be presented to Her Majesty.

A Coronation Fund was opened and £15,000 has so far been collected as a result of donations and fund-raising activities. The proceeds of the fund have been employed to endow day nurseries.

Political

The most important political events of the year were the preparations made for the next stage of constitutional advance. At the last meeting of the Legislative Assembly in 1952 the Prime Minister had made a statement inviting the territorial councils and every political party or group to furnish their views to the Government in writing both on a number of specific questions outlined in the statement and on any other matter relating to constitutional advance which they might wish to raise. By May, 1953 a large number of replies had

been received in response to the invitation and the Prime Minister, and on one occasion the Governor and the Prime Minister, attended meetings of territorial councils or their standing committees to discuss the proposals tentatively formulated by the Government. The Government's proposals were then published in the form of a White Paper. In view of its importance the text of the White Paper (excluding appendices) has been reproduced as Appendix I to this Report. The proposals were debated in the Legislative Assembly at its July meeting.

The proposals fall into two parts, those for implementation as soon as possible and the longer-term objectives. The former may be very briefly summarised as follows :

- (1) the establishment of a new legislature consisting of a single chamber composed of 104 members, each directly elected by secret ballot from a separate constituency ;
- (2) the reconstitution of the Cabinet to consist solely of Ministers appointed by the Governor on the advice of the Prime Minister, who would normally be the leader of the majority group in the Assembly ;
- (3) the appointment of a Commission of Enquiry to examine and make recommendations on the qualifications of electors, their registration, the division of the country into constituencies and electoral procedure generally ;
- (4) the Governor to retain his reserved powers and to be responsible in his discretion for Togoland, external affairs, defence and certain police matters ;
- (5) the judiciary to be appointed by the Governor on the advice of a Judicial Service Commission and after consultation with the Prime Minister ; judges to hold office during good behaviour and to be removable by the Governor on an address by a two-thirds majority of the Legislative Assembly ; and
- (6) appointments to membership of the Public Service Commission and to certain higher posts in the Public Service to be made by the Governor after consultation with the Prime Minister.

The longer-term recommendation was in favour of full self-government within the Commonwealth to be achieved by the passage through the United Kingdom Parliament of an Act of Independence.

The debate in the Legislative Assembly took place over four days in July* in a crowded house and in a solemn atmosphere. The Prime Minister moved the acceptance of the Government's White Paper and he was followed by Dr. Danquah who moved an opposition amendment. The general level of the ensuing debate was the highest which the Assembly has experienced. Finally the opposition motion was defeated and the Government motion was approved without a division.

An all-party Commission under the chairmanship of Mr. Justice Van Lare was then set up to enquire into representational and electoral

* The official records are those for the 10th, 13th, 14th and 15th July.

reform. After travelling round the country to receive oral evidence and having received a large number of memoranda from groups and individuals the Commission made its report at the end of September. The report delimited the 104 constituencies into which the country would be divided, taking as its principles the need to have about the same number of voters in each constituency ; the desirability of avoiding dividing local government units between different constituencies and, where this was inevitable, of dividing the units along the lines of their own electoral wards. The other main recommendations contained in the Commission's report may be summarised as follows :

- (1) that the qualifications and disqualifications of electors for central and local government elections be as far as possible assimilated (though the nationality qualifications remain different) ;
- (2) that direct elections be held in every constituency by secret ballot in which the voter, having established his right to take part in the election, would place an unmarked ballot paper into the box of the candidate of his choice, each candidate having a box identified by a coloured symbol allotted some time previously (this is a simple system already tried in local government elections and capable of being operated by literates and illiterates alike) ; and
- (3) that election petitions be decided by a Divisional Court constituted by three Judges ; the decision of this Court to be final.

Meanwhile Her Majesty the Queen in Council had made an Order which empowered the existing legislature to provide by law for the division of the country into the constituencies for the proposed new assembly, and for the preparations for the new election. An ordinance was passed at the last assembly meeting of the year, the provisions of which departed in only a few matters of detail from the recommendations of the Van Lare Commission. The result is that the whole of the Gold Coast will at the next general election enjoy universal adult suffrage by secret ballot. Regulations to provide for the registration of electors have been made and the process of registration is likely to start early in 1954.

The Secretary of State announced towards the end of the year the United Kingdom Government's approval in principle of the proposals contained in the White Paper taken as a whole. Since then exchanges to reach a settlement of certain points have continued, and the proposals will be embodied in new constitutional instruments to be made in the first half of 1954.

The new Legislative Assembly Press came into full-scale operation at the beginning of the year. Each day's "Hansard" is now available early the next morning to members and to the general public and the demand for copies when important debates occur is such as to make it a best-seller.

The report of the 1952 United Nations Visiting Mission to Togoland

and the appearance during the year before the United Nations Fourth Committee of petitioners from a political group from the Southern Section of Togoland under United Kingdom Trusteeship brought the future of that Trust Territory into prominence. While its status will not be affected by the impending constitutional changes it seems inevitable that the pace of advance in the Gold Coast will shortly necessitate plans being drawn up for the Trust Territory's emergence from the Trusteeship system. At all events, the groups which favour continued association with the Gold Coast, and those which envisage the Territory being separated from the Gold Coast, have decided to make the forthcoming general election a preliminary test of public opinion on the future of the Territory.

The division of the Colony and Southern Togoland into regions was completed during the year. Accra and the area stretching to Tema have been established as a small new region administered by a Senior Government Agent. Cape Coast is for the present the headquarters of the Western Region, while the headquarters of the Eastern and Trans-Volta/Togoland Regions are at Koforidua and Ho respectively. An elected council for the Trans-Volta/Togoland Region was established during the year, and its first function was to advise on the allocation of the special £1,000,000 development grant which the Government allocated to that Region.

A Commissioner has now been appointed under the Stool Lands Boundaries Settlement Ordinance of 1950. He was engaged during the year on the principal disputes affecting the boundary between the Trans-Volta/Togoland and Eastern Regions and his findings in the disputes between Osudoku and Battor and between Akwamu and divisions of the Tongu Confederacy were delivered. He expects in 1954 to determine the boundaries of Anum and Boso stool lands and then to start work on the principal stool boundaries in the Eastern Region.

In the field of local government the main development of the year was the enactment of the Municipal Councils Ordinance—a law designed to achieve for the four existing municipalities, and any new ones which may be created in the future, a measure of modernisation and standardisation roughly comparable with that achieved for rural units by the Local Government Ordinance of 1951. Steady progress was made by rural local government units in most areas, but the measure of support these units receive from the people of their areas is not yet sufficient to enable an extensive widening of their functions to take place.

In some areas, notably among the fishing communities of the coast, the new local government units have experienced the same difficulties as their predecessors in collecting direct taxation (the annual rate). On two occasions during the year this opposition to the annual rate was the cause of outbreaks of disorder which were violent but local in character. In January the Police in Keta received a report that the chief of Atorkor, who was known to favour the payment of the annual rate, had been murdered. Soon afterwards reports were received that

three men, one of whom was a revenue collector, had been imprisoned in Anloga by an association known to oppose the payment of the rate. Investigation of these reports was being made in Anloga when the Government Agent and Assistant Superintendent of Police were attacked by a crowd. Subsequently a number of buildings, including part of the secondary school in Anloga, were set on fire. Police reinforcements were sent to the area and had to remain there for some weeks seeing to the removal of road blocks, the destruction of an important fetish grove, the arrest of those responsible and the general pacification of the area. In all 355 persons were convicted of offences arising out of the disturbance (this figure includes 246 for breach of the curfew imposed at Anloga). Since then the annual rate has been collected successfully in this area for the first time. A commissioner has been appointed to assess claims under the Riot Damages Ordinance.

In May an unpleasant incident took place outside Elmina. An unarmed Police Superintendent and constable who were trying to prevent an organised and armed crowd from neighbouring villages from marching on Elmina were fired at and killed. The dispersal of the crowd by the Police led to firing by both the Police and the crowd and in the ensuing mêlée 20 of the rioters lost their lives and four policemen and three rioters were wounded. Again the basic cause of the disturbance was the unwillingness of the rural inhabitants of the Edina Eguafo Local Council area to pay the increased annual rate which the local council had imposed. In a broadcast message to the country shortly after the incident the Prime Minister expressed in strong terms his feelings of horror and regret at the incident. He made it quite clear that the Government would not tolerate violence and stressed that the success of local government depended on the payment of local rates. He concluded with a tribute to Major Brooks and Constable Akurugu Frafra, the two police officers who had lost their lives.

In November Mr. J. A. Braimah, Minister of Communications and Works, resigned his seat in the Cabinet, and early in December the Governor appointed a Commission of Enquiry, under the chairmanship of Mr. Justice K. A. Korsah, to enquire into the circumstances which caused Mr. Braimah to resign his seat. Sir Leslie E. V. M'Carthy and Mr. D. Myles Abadoo, B.L., were appointed to be members of the Commission. The public sittings of the Commission had not been concluded by the end of the year.

Economic

The main object of the Government's economic policy during 1953 was to assist in creating the general conditions in which a high level of Government spending on development could be maintained without increases in costs. The principal factor which it was considered could affect internal stability, apart from development expenditure, was an increase in cocoa incomes. If this had happened there was a possibility that the increase in consumer purchasing power would

have become excessive, but, as a result of the lower level of purchases from a much smaller crop during the last three months of the year, cocoa incomes were below the level of the previous year and this largely accounted for the steadiness of domestic prices.

It had been expected that 1953 would be a year of considerable economic strain for the Gold Coast with some pressure on prices as a result of the higher level of expenditure on development combined with the maintenance of high cocoa incomes. The domestic economy proved, for another year, to be remarkably stable. There was no pressure on domestic prices and the economy benefited in 1953 from the policies applied in 1952, aided by the maintenance of a high level of cocoa prices on the world markets in contrast to a general fall in the prices of many other commodities.

The c.i.f. value of imports into the Gold Coast was £72.8 million, over £6 million higher than in 1952 despite the fact that prices over the whole range of imports fell by an average of 10 per cent. All classes of imports increased in volume, with the exception of raw materials, and prices in general were lower except for food which showed little change. This reversal of the post-war trend of rising prices has provided an additional check on any upward movement of domestic prices, and it is an encouraging feature of the year that the increase of £6 million in the value of imports was almost entirely due to an increase in the volume of goods received. Import restrictions were relaxed considerably in the early part of the year and only a very limited number of restrictions still remain on imports from non-dollar areas. There was, however, little significant alteration in the sources of supply. Imports from the United Kingdom increased by 10 per cent to £41.6 million and constituted 57 per cent of the total. O.E.E.C. countries were next in importance to the United Kingdom in meeting the Gold Coast's requirements. Imports from these countries were 11 per cent higher than in 1952 and totalled £17.1 million or over 23 per cent of total imports.

IMPORTS BY SOURCES, 1952 AND 1953*

	1952	% age of total value	1953	% age of total value
	£		£	
United Kingdom	37,759,394	56.79	41,550,043	57.10
Rest of Sterling Area	3,618,283	5.44	3,741,510	5.14
Dollar Area	5,344,497	8.04	4,649,413	6.39
Non-Sterling O.E.E.C.	15,383,935	23.14	17,096,496	23.50
Other Non-Sterling Countries	4,378,723	6.59	5,726,622	7.87
TOTAL	66,484,832	100.00	72,764,084	100.00

* Provisional.

EXPORTS AND RE-EXPORTS BY DESTINATION, 1952 AND 1953*

	1952	% age of total value	1953	% age of total value
	£		£	
United Kingdom	34,524,768	40.15	37,486,408	41.75
Rest of Sterling Area	2,615,378	3.04	3,616,266	4.03
Dollar Area	25,539,205	29.70	25,406,878	28.30
Non-Sterling O.E.E.C.	18,433,794	21.43	19,284,324	21.48
Other Non-Sterling Countries	4,886,958	5.68	3,987,764	4.44
TOTAL	86,000,103	100.00	89,781,640	100.00

* Provisional.

A larger allocation for Japanese goods was followed by an increase of 40 per cent in imports from Japan which rose from £2.8 million to £4.0 million. Despite a certain easing of controls on dollar imports, imports from the United States, at £4.0 million, were 18 per cent lower than in 1952.

Total exports from the Gold Coast in 1953, at £89.8 million, were £3.8 million greater in value than the total for 1952 ; domestic exports totalled £87.8 million compared with £83.9 million in 1952, and re-exports £1.9 million compared with £2.1 million. The United Kingdom remained the chief customer, taking 42 per cent of total exports. The proportion of the total exported to the dollar area fell slightly compared with 1952 to 28 per cent ; exports to O.E.E.C. countries, at £19.3 million, were slightly higher and comprised 21 per cent of the total.

With the exception of diamonds, earnings from exports of minerals, cocoa and timber were higher than in 1952. Cocoa exports increased by £3.6 million in 1953 despite a fall in the average f.o.b. price per ton from £248 to £237. The higher average value in 1952 reflected the higher level of world market prices owing to a smaller Gold Coast crop ; prices for the larger 1952-53 crop were lower. Export values in the first three months of the 1953-54 crop year, October to December, 1953, have again been considerably higher than those for the opening months of the 1952-53 crop year, averaging £263 per ton compared with £240. While shipments were at a higher rate than at the corresponding quarter of the previous crop year, purchases tended to be slower.

An encouraging feature of the year was the continued increase in shipments of logs and sawn timber. Total exports of logs, sawn timber and veneers rose from 10.6 million cubic feet in 1952 to 15.1 million cubic feet in 1953. Increased world supplies of softwoods and the removal of restrictions in the United Kingdom have not been reflected in a reduced demand for Gold Coast timber although prices of sawn timber were somewhat lower on average.

There was little significant change in the volume of minerals exported in 1953, apart from exports of manganese, which were down by 6 per cent at 745,990 tons owing to easier market conditions with some preference for higher grade ores involving lower freight costs.

At the end of the first six months of 1953 the Gold Coast had a favourable balance of payments on current account amounting to £16·9 million compared with £17·4 million at the same time in 1952. No figure is yet available for 1953 as a whole but the favourable balance at the end of the first half year will certainly be found to be considerably reduced ; there was a favourable balance for 1951 and 1952 of £19·8 million and £7·9 million respectively. The decline in the second half of 1952 was accounted for principally by the reduction in the value of cocoa exports in that period and an increase in imports for development ; imports of producer goods increased by £2·5 million.

The more favourable balance of payments in the first half of each year compared with the second half arises chiefly from the fact that the greater part of the cocoa crop is exported during the first six months of the year. In the period January to June, 1953, the volume exported was 24,000 tons greater than in the same period of 1952 ; export prices were, however, lower. Diamond prices fell to the lowest point realised during the last two years and there was some check to shipments by African diggers. There was a slight rise in the value of exports of gold, logs and sawn timber and a marked increase in bauxite shipments. The favourable balance at the end of June, 1953, comprised a favourable balance on visible account of £24 million and an adverse invisible balance of £7·1 million.

Owing chiefly to the important part played by capital from abroad in the commerce of the country and the degree to which the country relies on overseas shipping, the Gold Coast has an adverse balance of invisible transactions of some £18 million a year to meet out of its balances on visible account. A deficit on invisible account is a normal feature of the balance of payments of countries in the same stage of development as the Gold Coast, and heavy expenditure is incurred on account of freight and insurance on imports, etc. remitted overseas, and on payments for other services. The volume of imports for development must continue to rise and the bill for freight is likely to keep in step with this.

The sterling assets of the Gold Coast rose from £138·8 million at 31st December, 1952, to £158·6 million at 30th September, 1953. The greater part of this increase was in short-term funds. There was in fact a net decrease in long-term investments from £119·0 million to £114·3 million, due almost entirely to the seasonal movement of funds reflected in a reduction in currency in circulation. Short-run changes in the amount of currency in circulation are chiefly affected by the volume of business activity connected with the purchase and marketing of the cocoa crop. The fall in the first three quarters of the year is mainly seasonal and a substantial rise is normal in the fourth quarter. There has been no change in the size of the Cocoa Marketing Board's investments in the United Kingdom and this reflects the change in policy

which is now directed towards extending the Board's domestic investments.

The building and construction industry accounts for more than half of the Gold Coast's fixed investment and the capacity of the industry increased rapidly during the last three years. There is little evidence of any increase in labour productivity, but good progress was made in 1953 in increasing the scale of mechanised plant used in the maintenance and construction of roads. This has already provided a useful check to rising costs. The value of building completed rose from £14.4 million in 1952 to £17.5 million in 1953. Gross investment in plant, machinery and equipment during 1953 was estimated at £9.15 million compared with £8.23 million in the previous year. There was, however, little alteration in the relative importance of investment in the principal types of plant and equipment. The following table shows the estimated gross capital formation during the years 1950-53.

ESTIMATES GROSS CAPITAL FORMATION

£ million

	1950		1951		1952		1953	
	<i>Public Sector</i>	<i>Private Sector</i>	<i>Public Sector</i>	<i>Private Sector</i>	<i>Public Sector</i>	<i>Private Sector</i>	<i>Public Sector</i>	<i>Private Sector</i>
Building and Construction excluding maintenance	4.3	1.7	7.1	1.8	10.45	3.90	14.33	3.20
Plant, machinery and equipment	1.4	7.3	1.9	7.9	1.15	7.08	1.37	7.78
Investment in mines, agriculture, industrial and commercial projects, etc. ..	—	0.36	0.38	0.55	0.56	1.04	0.40	1.14
Gross Capital Formation	5.7	9.36	9.38	10.25	12.16	12.02	16.10	12.12

Any pressure that may have arisen from development expenditure tended to be exerted on the balance of payments rather than upon domestic prices. Capital expenditure increased by £3.9 million in 1953 over the level of 1952 ; Government spending was entirely responsible for the increase. A substantial part of investment expenditure consists of payments for imported building materials and capital goods, and not all of the increase in capital expenditure remained within the economy. It is estimated that of the additional expenditure of £3.9 million in 1953 only £1.6 million was spent on domestic materials and labour while £2.3 million was spent abroad.

Aggregate incomes, on the other hand, did not rise as had been expected. Although the earnings of cocoa farmers from the 1952-53 crop were higher than those in the 1951-52 crop year, payments were concentrated in the last quarter of 1952, while in the last quarter of 1953 purchases of the 1953-54 main crop tended to be slow. Cocoa incomes did not therefore exert the expected upward pressure on domestic prices. Aggregate earnings of labour are estimated to have been at a higher level in 1953 than in the previous year. The general increase in wage rates following on the Lidbury awards did not take

place until after April, 1952 and the full effects of the increase were not felt until 1953.

The effect on purchasing power of a higher level of development expenditure, increased wages and lower cocoa incomes was to leave the general level of aggregate expenditure almost unchanged, with the increases in spending power resulting from increased wage payments partly offsetting the fall in cocoa incomes.

There was no marked change in the level of internal prices during the year, although the prices of locally-produced foodstuffs were generally lower except in certain localities. Imported goods in most classes were lower in price than in 1952, the increase in duties on liquor and tobacco being offset by a general reduction in the prices of most other consumer goods. With improved supplies of imported consumer goods, most of the remaining price controls were abolished during the year ; by December only five items remained controlled, and those temporarily and for special reasons. Increases in railway freight rates which were made in 1952 became fully operative in 1953 and road transport charges were increased by the higher duty on petrol.

On the other hand shipping freight rates were reduced by an average of $7\frac{1}{2}$ per cent from 1st June and this should have affected prices of imported goods in the latter half of the year.

Although there was a tendency for the prices of imported goods to fall, the degree to which those reductions were passed on to the consumer varied. In the case of textiles there is no doubt that increased competition effected a noticeable reduction in prices, but the consumer benefited to a smaller extent from reductions in the price of food.

Bank deposits in 1953 were maintained at a higher level than in the previous year and showed a normal seasonal rise immediately prior to the start of the crop year. The level of advances was lower while balances held overseas were at a much higher level throughout the year. The change in United Kingdom monetary policy would appear to have altered the balance in favour of holding surplus funds overseas.

The improvement in the campaign against swollen shoot disease of cocoa recorded in the latter half of 1952 continued during 1953. Farmers are increasingly coming to realise that the future of the cocoa industry depends on effective control of this disease and resistance to the cutting out of diseased trees is now restricted to a few limited areas. By the end of the year some $24\frac{1}{2}$ million diseased trees in all had been cut out.

Social

The second year of the accelerated development plan for education saw another large enrolment in the first class of primary schools. At the same time the enrolment of primary class two was well below the previous year's enrolment of primary class one. This was to some extent due to the opening of some new schools late in 1952 and their pupils continuing in class one in 1953.

Eighty new approved primary schools were opened during 1953 and there has been some improvement in the buildings of existing schools,

but in general it may be said that the increased number of pupils undergoing primary education since fees were abolished at the beginning of 1952 has thrown a severe strain on the resources of local authorities.

The urgent need to increase the proportion of trained staff in the teaching profession continued to be tackled vigorously and in 1953 the output of trained teachers for the first time exceeded 1,000. Three additional teacher-training colleges were opened during the year and at Pusiga in the Northern Section of Togoland another college was completed ready for opening at the beginning of 1954. This will be the second in the Northern Region. One Emergency Teacher-Training College giving courses of six weeks was opened in the Colony during the year and it is planned to open several more in 1954.

Four new assisted secondary schools were opened : these are day schools opened in temporary buildings. The enrolment of assisted secondary schools has now passed 6,000. Work on the permanent buildings of the University College and the Kumasi College of Technology proceeded satisfactorily and by the end of the year the number of students at the latter had risen to 455.

Total expenditure by the Government on education—both recurrent and capital—during the financial year 1952–53 rose to the unprecedented figure of £7·3 million, including over £460,000 spent on scholarships. Part of this increase in total expenditure is made up of capital grants of nearly £570,000 and £1,826,000 respectively to the University College and the College of Technology.

The Medical Department was merged with the Ministry of Health during 1953.

The first phase of the new five-storey central hospital at Kumasi was finished during the year and good progress had been made on the second phase. The programme of reconstructing the hospitals in the Northern Territories was continued satisfactorily : at Bawku work was nearly complete ; work at Wa, Jirapa and Navrongo was well advanced and a start was made at Yendi. Extensive improvements to district hospitals have been made elsewhere. It has been decided to embark on major reconstruction of the main hospital at Accra : one of the results of this plan will be to make it suitable for use as a teaching hospital when a Medical School is established.

Two new Health Centres were brought into use during the year and the new buildings for the Ankaful Leper Settlement were opened.

Medical Field Units, based on Kintampo, continued their campaigns in the North and one Unit was assembling in the Trans-Volta/Togoland region at the end of the year to start work in the area south of Ho. Experimental treatment with penicillin has been launched against yaws in the area south of Yendi.

The Labour Department was also merged into a Ministry, the Ministry of Labour, to which the Department of Co-operation is also responsible.

The year 1953 was one of full employment with no important variation in the cost of living and no major advance in wage rates. The trade union movement continued to develop. The number of stop-

pages of work due to strikes and the number of men involved showed a marked decrease on the figures for 1952 but the total number of man days lost rose. Most disputes continued to be settled by conciliation.

A Commission consisting of three senior members of the staff of the British Broadcasting Corporation and one senior Gold Coast civil servant was appointed to enquire into the country's broadcasting needs. Its report was published during the year and has largely been accepted by the Government. It is intended that broadcasting should be administered first by a separate Government Department and eventually by an independent corporation.

A new town is to be built at Tema to provide for the new port there. This is being laid out on modern lines. During the year a master plan for the new town and a detailed plan for the first community unit were prepared.

Mass education has been extended in the Western Region. The second intensive literacy campaign in the Fanti area opened at the beginning of the year and later a campaign was conducted in areas further west. The Rural Training Centre for the Northern Territories has been completed and good progress was made in the construction of centres for the Trans-Volta/Togoland and Fanti areas.

Probation services have now been extended to the Cape Coast Magisterial District.

During the first week of September the Ewe Presbyterian Church celebrated in Keta the centenary of the opening of the first mission station there.

Development

During the year a further step was taken in connection with the Volta River Project by setting up, as foreshadowed in the White Paper (Cmd. 8702), a Preparatory Commission to carry the investigations forward. Commander R. G. A. Jackson, C.M.G., O.B.E., was appointed as Special Commissioner to direct the work. The costs of the Commission are being shared by the United Kingdom and Gold Coast Governments.

The Preparatory Commission has concentrated in the first place on the fact-finding aspects of its work. As well as continuing the engineering investigations, the Commission is analysing the resources of manpower, material and finance which would be required for the construction and operation of each of the component parts of the project. The Commission is studying, with the help of experts of international repute, the many problems which would arise and the impact which the project would have on the Gold Coast if it is ultimately decided to go ahead with it. This work is of course being carried out in the closest association with the Ministries and Departments of the Gold Coast Government.

The Canadian aluminium company interested in the aluminium aspects of the scheme has appointed a resident representative in the Gold Coast to maintain a close liaison with the Preparatory Commission in all this preliminary work.

Perhaps the most striking progress in the carrying out of the Government development plans has been in the field of communications. The expansion of the capacity of Takoradi Harbour is proceeding satisfactorily. The new bauxite loading berth is now in use and the construction work on the main wharf extension and on the shallow-water log and timber wharves has been nearly completed and both should be working to full capacity by the latter part of 1954. Plans for the new harbour at Tema have been completed and tenders will be invited early in 1954. Meanwhile the preparatory work, including the new railway line to Tema, the new road link and the temporary water supply, were well advanced by the end of the year.

Work on the doubling of the track and realignment of the railway between Takoradi and Tarkwa progressed ; work has started on the Achiasi/Kotoku railway and the survey of a line into Western Ashanti is being undertaken.

There has been much improvement of the country's main trunk roads, notably between Accra and Takoradi and from Accra to Bolgatanga through Kumasi and Tamale. North of Tamale the designs of the bridges to be built at Nasia and Pwalagu are complete. One million pounds was made available during the year to construct a bridge across the Volta near Senchi and to speed up work on the trunk route to the north through Togoland. New construction is being undertaken along the coast from Accra to Winneba—this will eventually form the main road from Accra to Takoradi ; and from Kintampo to Morno—this will probably form part of the trunk road from Kumasi to Tamale if the Volta River Project is carried out. Surveys of other realignments have been undertaken and the increase in the Public Works Department's staff during the year will make it possible to undertake a large programme of improvements in 1954 including the provision of drifts across the Oti and Asukorkor rivers.

Progress is also being made in the development of telecommunications. A number of new telephone trunk circuits were brought into operation during the year and in April the Minister of Communications and Works inaugurated the new automatic telephone exchange in Accra. Work has started on the multi-channel radio telephone trunk link between Kumasi and Tamale and sites for the repeater stations for the Accra-Kumasi link have been selected.

The steady increase in the capacity of the country's main electricity generating stations continued during the year. Major improvements are in hand to a number of water supplies, including that for Accra, with an extension to provide an interim supply for Tema. The main construction work for the new water supply for Tamale from the river Volta, some 23 miles away, has been planned and the pipes to form the main had started to arrive by the end of the year.

New rural and smaller urban water supplies continued to be constructed by the Department of Rural Water Development. In particular the amount of borehole drilling being undertaken was greatly increased during 1953 and by the end of the year nine rigs were in operation either by the department itself or by companies under

contract to the department. The fully treated piped supply at Bolganga was finished : additional pumping capacity and a treatment plant at Yendi were nearly completed and the new supplies for Berekum and Kpetoe should start to operate early in 1954.

As will be seen from Part II, Chapter 3, the need to allocate development funds even more than before to economic and productive projects which are likely to increase revenue is fully appreciated. The Government during the year gave a great deal of attention to the possibility of establishing new industries in the Gold Coast in the light of the report* written for the Government by Professor Lewis of Manchester University. Unfortunately the consideration given during the year to the cement factory project only revealed that further information is required before a decision can be taken. The Industrial Development Corporation helped to finance the establishment of a brick and tile manufacturing works.

But, as Professor Lewis has emphasised in his report, the first priority must be "a concentrated attack on the system of growing food in the Gold Coast, so as to set in motion an ever increasing productivity." This makes clear the importance of the need for development in the field of agriculture. The main expenditure on agricultural development is on the land planning schemes in the extreme north of the country. Work continued in both the Navrongo and Kusasi areas during the year. In the latter, 180 miles of contour banks and four dams were constructed with the help of heavy earth-moving equipment on hire from the Gonja Development Company before weather conditions prevented continued use of the equipment. Fish have been introduced into all the dams and fish breeding ponds constructed. The Gonja Development Company continued its operations near Damongo and a total of nearly 4,000 acres has now been cleared of which just over half was under crops at the end of the year. Good progress has been made at the Central Agricultural Station for the Northern Territories at Nyankpala and the classrooms and other buildings have been completed, enabling the Agricultural Training Centre to move there.

A start was made on the combined project to open up the savannah area south of Ho. The National Food Board has helped to finance the construction of roads leading into this hitherto undeveloped area, and agricultural, veterinary, tsetse and geological surveys are being undertaken. A start has been made on the programme of drilling 80 boreholes and a Medical Field Unit is about to start work there. A similar combined operation is to be undertaken in the Krachi sub-district.

The United Nations Food and Agriculture Organisation has agreed to provide the supervisory staff required for the pilot irrigation scheme at Kpong to be established as part of the investigations being made in connection with the Volta River Project. It is hoped that an expansion of local food production will also take place as a result of the intro-

* *Industrialisation and the Gold Coast*, by W. A. Lewis. Accra, Government Printing Department, 1953.

duction of improved methods of fishing. The Fisheries Department is satisfied with the results obtained by its two experimental motor surf boats and the department's yard has been expanded and is now being used to construct similar craft for sale to fishermen. An apprenticeship scheme has been started to train craftsmen to make and maintain this type of vessel.

Particularly good progress has been achieved in the Police section of the Development Plan. This includes the modernisation of offices and living quarters and the provision of a wireless network.

The special press for the Legislative Assembly has been completed in new buildings at Accra and a new rotary press has been installed in the Government Printing Department. Improvements have been made at the presses at Tamale and Sekondi/Takoradi.

The system by which Local Development Committees carry out minor works with funds made available by the Government and also, in cocoa-growing areas, by the Cocoa Marketing Board continued to work successfully. In the south the emphasis has been mainly on roads, schools, and dispensaries : in Ashanti preference was shown for roads, water supplies and general village amenities including social centres ; and in the north work was concentrated on roads and water supplies.

The following summary table gives the contributions made to the combined development funds and expenditure made from them and gives some idea of the acceleration which has taken place in the rate of development.*

	£ thousand			
	<i>Actual</i>		<i>Revised Estimates</i>	<i>Estimates</i>
	1951-52	1952-53	1953-54	1954-55
Receipts	22,775	16,411	18,527	16,624
Total expenditure (excluding depreciation)	6,446	13,945	21,101	20,440

* These figures are amplified and qualified in Appendix II.

PART II

Chapter 1 : Population

THE total population of the Gold Coast at the census of 1948 was 4,118,450, which was 30 per cent higher than that recorded at the previous census in 1931. This total is made up of 2,254,413 in the Colony, 1,045,093 in the Northern Territories and 318,944 in Ashanti, as these divisions are now constituted. The two sections of Togoland under United Kingdom Trusteeship, which are administered as parts of the Colony and the Northern Territories, had a population of 383,614 which is included in the figures given above.

It is estimated that the total population of the Gold Coast at mid-1953 was 4,478,000, divided as follows : 2,456,000 in the Colony, 912,000 in Ashanti and 1,110,000 in the Northern Territories. For Togoland under United Kingdom Trusteeship, included in the above figures, the estimate is 416,000.

The non-African population in 1948 numbered 6,770 of whom 4,211 were British and 1,213 Lebanese ; the remainder was divided among 26 other nationalities of which Swiss, Dutch, Indian, French and Syrian formed the greater part. This non-African population is concentrated chiefly in the large towns and mining areas.

From returns obtained from the immigration authorities it is estimated that the non-African population at mid-1953 numbered 11,000 of whom 7,100 were British and 1,930 Lebanese or Syrian.

Of the African census population, 2,078,715 were males, and 2,032,965 females, a male excess of some $2\frac{1}{2}$ per cent. The three largest tribes were the Asante—580,369 ; Ewe—514,935 ; and Fanti—463,885. No other tribe reached 200,000 ; seven exceeded 100,000.

Chapter 2 : Occupations, Wages and Labour Organisation

EMPLOYMENT

Appendix VIIA gives the estimated distribution of the male population of working age in industry in 1953. Appendix VIIB gives the recorded numbers of persons (male and female) in wage-earning employment on 31st December, 1952. The figures are obtained from returns the coverage of which is not complete, but the omissions are not considered to affect the pattern of employment significantly.

No real unemployment exists in the Gold Coast at present, and what appears to be unemployment arises either from unwillingness on the

part of workers to accept employment offered to them, which may involve moving to another area, or from lack of the necessary qualifications and experience by persons who seek employment in skilled occupations. There is a chronic shortage of underground labour in the gold mines and occasional shortages of skilled labour occur in various other industries.

A total of 53,522 applications for employment were made at Labour Exchanges and Advice Centres ; 14,846 vacancies were notified, 14,467 applicants were put forward for the vacancies and 8,614 vacancies were filled. The main reason for the failure to fill all the vacancies notified and to place every applicant in employment were the unwillingness of applicants to take up vacancies which did not exactly suit their wishes, the fact that many applicants had over-stated their qualifications and were not suitable for the vacancies for which they applied and the fact that many of the vacancies were filled by employers from sources other than the Labour Exchange or Advice Centre concerned after notification of the vacancies but before applicants could be submitted to take them up.

Employment available in the major industries other than agriculture remained fairly constant throughout the year. In subsistence agriculture, in which the largest number of adult males are engaged, the main activity takes place in the rainy season and just before it, say from April to August. In the cocoa farming industry, which also engages a high proportion of the adult males, the main activity is in the harvesting season from September to March. Availability of labour is affected by the farming seasons owing to the tendency of migrants to return to their own country for planting and harvesting.

The Colony and Ashanti are to a considerable extent dependent for basic manual labour in all industries on migrant workers who come from the Northern Territories and the surrounding French territories and, on a smaller scale, from Nigeria and Liberia.

The flow of migrant labour into and out of the Gold Coast cannot be exactly checked as it takes place across all the frontiers, as well as at the ports, but the largest numbers come from the adjacent French territories over the northern frontier. The main flow to the south takes place between September and January each year, i.e. after the farming season, and the main flow to the north between January and April, i.e. before the farming season begins, but there is traffic in both directions throughout the year.

Numerical checks taken at the ferries over the River Volta showed that during the year ending 31st March, 1953, approximately the following numbers of travellers crossed :

	<i>Southbound</i>	<i>Northbound</i>
Natives of French Territories .	156,889	156,789
Natives of British Territories .	234,670	221,606
TOTAL	<u>391,559</u>	<u>378,395</u>

It is not possible to say what proportion of these travellers crossed the ferries southwards with the object of seeking wage-earning employment ; many are traders and others no doubt are local travellers who do not stay long on the opposite side of the ferries from their homes.

On the journey south, though some migrants travel by lorry, the majority are on foot and rest camps are provided at suitable intervals on the main routes for their use. The return journey to the north is usually undertaken by lorry as the migrants have saved money during their period of employment and usually have goods with them which they have purchased in the south.

WAGES AND WORKING CONDITIONS

No substantial wage increases took place in 1953 but there have been minor adjustments in the rates of pay of some categories of Government servants with a view to obtaining standardisation of rates within the various departments. There is no indication of any major changes in general wage levels outside Government employment during the year. Appendix VIIC shows the rates of wages being paid in typical occupations in the principal industries and services.

The Wages Board which was set up in 1952 to make recommendations concerning the wages and working conditions of work-people employed in retail trade submitted its recommendations during the year, and these were incorporated in the Labour (Retail Trade Workers) (Minimum Remuneration) Order, 1953. It is probable that the result of this Order will be to raise the wage levels of many persons employed in the smaller establishments engaged in retail trade.

The normal weekly hours of work in the principal industries and services vary between 35 and 50 ; by far the greatest number of employees work 45 hours a week. The majority of those whose normal hours are less than 45 a week are clerical workers who are not usually eligible for overtime payments when they are required to work longer hours. Those whose normal hours are longer than 50 are generally persons whose occupations do not involve continual application and effort as, for example, night watchmen.

COST OF LIVING

Internal prices in 1953 maintained the same steadiness as was apparent in 1952 and were if anything slightly lower, in spite of an increase in distribution costs due to increases in railway freight rates in 1952 and the higher duty imposed on petrol early in 1953 which affected road transport charges. The index of retail prices of locally produced foodstuffs sold in the markets of seven important urban centres, which is based on the level of prices in 1948, fell slightly from 190 in 1952 to 186 in 1953. The only major town in which there was any marked increase in prices of local produce was Kumasi. Prices there appear to have been affected by the continued expansion of cocoa farming in Ashanti.

OCCUPATIONS, WAGES AND LABOUR ORGANISATION 21
INDEX OF MARKET PRICES OF LOCALLY-PRODUCED FOODSTUFFS
Average 1948 = 100

		<i>Weighted Index</i>	<i>Accra</i>	<i>Kumasi</i>	<i>Sekondi/ Takoradi</i>	<i>Tarkwa</i>	<i>Tamale</i>	<i>Keta</i>	<i>Ho</i>
<i>Weights (1)</i>		100	42	25	14	8	5	4	2
1952 Annual		190	197	170	178	176	249	219	197
1953 Annual		186	185	182	181	172	244	177	199
1953									
1st Quarter		189	193	179	185	172	242	176	194
2nd Quarter		192	198	181	184	169	249	185	206
3rd Quarter		179	171	183	178	174	245	165	198
4th Quarter		182	178	185	177	170	240	182	197

(1) Weights are based on the population of each town at the 1948 Census.

Prices of most classes of imported goods fell in the course of the year, and the Gold Coast benefited from a further improvement in the terms of trade. A slight rise in the index of prices of imported goods in Accra in March was due to the rise in prices of liquor and tobacco which followed an increase in duties on these items. During the course of the year this rise was offset by a continued fall in import prices of almost all classes of consumer goods. Prices of textiles and clothing were on the average 8 per cent lower in 1953 than in the previous year ; prices of household goods were 5 per cent lower and prices of imported food were 3 per cent lower. The improved supply position for imported consumer goods made it possible to remove most of the remaining price controls in the course of the year.

PROVISIONAL INDEX OF RETAIL PRICES FOR ACCRA(1)
June, 1948 = 100

	<i>All Items</i>	<i>Local Food</i>	<i>Imported Goods</i>						
			<i>Total</i>	<i>Imported Food</i>	<i>Drink and Tobacco</i>	<i>Textiles and Clothing</i>	<i>Fuel and Light (2)</i>	<i>House- hold Goods</i>	<i>Miscel- laneous</i>
1952 Annual ..	157	189	122	131	125	114	113	136	126
1953 Annual ..	150	178	121	127	141	105	126	129	122
1953									
1st Quarter ..	154	186	121	127	135	108	118	132	123
2nd Quarter ..	157	190	122	128	144	105	127	130	122
3rd Quarter ..	143	164	120	124	143	103	128	128	122
4th Quarter ..	146	171	120	128	143	103	128	128	119

(1) Relates to the expenditure of manual and related workers in Accra.

(2) Includes electricity charges.

A household budget survey was carried out in Accra in April and May, 1953*. The results of this survey are to be used as the basis for the construction of a new retail price index for the town. Similar surveys are planned for other important urban areas.

Detailed tables showing price changes for local produce and imported goods may be found in the "Digest of Statistics" which is published quarterly by the Office of the Government Statistician.

* 1953 Accra Survey of Household Budgets. Office of the Government Statistician. December, 1953.

MINISTRY OF LABOUR

The Labour Department was merged with the Ministry of Labour on 1st April, 1953, and the Department thereupon ceased to exist as a separate entity. The Ministry's headquarters are in Accra. Regional Offices have been established at Accra for the Eastern Region, at Takoradi for the Western Region and at Kumasi for the Northern Region. There are district offices at Accra, Takoradi, Tarkwa, Kumasi and Tamale. Labour Exchanges are situated at Accra, Takoradi and Kumasi and Labour Advice Centres at 14 other centres.

The primary functions of the Ministry of Labour are the encouragement and assistance of responsible organisations of workers and employers and the settlement of industrial disputes by voluntary negotiation ; the provision of an efficient employment service by means of registration and identification of industrial workers and the keeping of records of employment ; and the maintenance of full employment under such conditions as will ensure a progressive improvement in the workers' standard of living.

INDUSTRIAL RELATIONS

The trade union movement has continued to develop. Seven new unions were registered during the year, bringing the total number registered under the Trade Union Ordinance to 104 as at the end of 1953. Of these 11 had had their certificate of registration cancelled, 23 were inactive, and eight had amalgamated to form three unions.

Good progress has been made in trade union education. The Extra-Mural Department of the University College of the Gold Coast continues to give courses and to hold discussion groups on trade unionism and industrial relations. Week-end and other residential courses were held during the year by the Extra-Mural Department and also by the International Confederation of Free Trade Unions. Assistance was given by officers of the Ministry of Labour who continued in the normal course of their duties to assist and advise trade unions on their day to day administration. A senior officer devoted full-time attention to assisting unions to keep proper accounts.

Negotiating machinery already established in Government departments, local government employment and private employment continued to function well. During the year under review 42 stoppages of work came to the notice of the Ministry, in which 12,319 men were involved, both directly and indirectly, and in the course of which 158,431 man-days were lost. Most of the disputes were settled by conciliation.

LABOUR LEGISLATION

During the year the Trade Union Ordinance was amended so as to permit persons other than members of a union to be appointed secretary or treasurer or to act in any analogous office. The Factories Ordinance of 1952 came into force on 1st September, 1953.

The Labour (Retail Trade Workers) (Minimum Remuneration)

Order, 1953, prescribing minimum remuneration and conditions of employment for persons employed in the retail trade, was published on 8th August, 1953, and amended by a subsequent Order published on 31st October, 1953.

The Factories (Sanitary Conveniences) Regulations, 1953 were made in June, 1953. The Factories (General Registers) and the Factories (Abstract of Ordinance) Orders were also made during the year.

SAFETY, HEALTH AND WELFARE

With the coming into operation of the Factories Ordinance registration of factories has begun and inspections have been carried out by the Factory Inspector. An Assistant Factory Inspector has been appointed and is undergoing training. In view of the absence hitherto of any legal requirements regarding safety in factories, it has been found that conditions vary greatly from factory to factory. In some cases the standard of fencing is equal to that of a good modern factory in the United Kingdom, but in others there is a complete absence of any kind of guarding and dangerous conditions exist for the untrained or the unwary. The Factory Inspector's advice to occupiers of factories has been welcome, and employers are prepared to introduce the necessary safety measures. There is also considerable variation in the standards of sanitation in factories. There is no special risk in any factory of injury to health through the use of poisonous substances or the escape of poisonous dust or fumes. First aid equipment and other welfare facilities are provided in some factories.

In the financial year 1952-53, 97 fatal and 4,233 non-fatal accidents were reported in industrial undertakings, involving £25,471 5s. 9d. in payments under the Workmen's Compensation Ordinance. The figure of fatal cases is 23 lower than in the previous year but the figure of non-fatal cases has increased by 1,833. The increase in the number of non-fatal accidents reported arose almost exclusively in the mining industry and should be attributed to a further improvement in obtaining information and not to a deterioration in safety standards.

INDUSTRIAL TRAINING

The Government trade training centres at Mampong, Assuansi and Tamale, the Government Technical School at Takoradi, the Tarkwa Technical Institute and the Kumasi College of Technology are the main centres where industrial training is undertaken. Other technical schools and institutes are being planned and built in the main centres to assist in the training of the large numbers of artisans and technicians who will be required for the development of the country, and some private employers are also increasing their training facilities.

The Labour Officer (Technical) undertakes the organisation of trade testing and of apprenticeship schemes in both Government and private employment. Trade tests have been devised for tradesmen Grades I and II in thirty trades and certificates have been issued to successful tradesmen in many of these trades.

Chapter 3: Public Finance and Taxation

REVENUE AND EXPENDITURE

The revenue earned by the Government in the financial year which ended 31st March, 1953, amounted to £42.5 million as compared with revenue in 1951–52 of £30.8 million ; expenditure and appropriations chargeable against revenue increased from £32.9 million to £38.5 million. In 1953–54 the revised estimates of revenue and expenditure are £46.2 million and £43.2 million respectively, yielding an estimated overall surplus of £3.0 million, £1.0 million less than the actual overall surplus for 1952–53. Expenditure in 1954–55 is forecast at £43.8 million. It is estimated that the revenue for 1954–55 without alteration in the rates of tax will show an increase of £5.0 million over the original estimates for 1953–54. The budget provides for a surplus despite the additional recurrent expenditure arising out of development and substantial appropriations for further capital expenditure under the Development Plan.

ORDINARY AND EXTRAORDINARY REVENUE AND EXPENDITURE, 1952/53 — 1954/55.

	1952–53 <i>Actual</i>	1953–54 <i>Original Estimates</i>	1953–54 <i>Revised Estimates</i>	1954–55 <i>Estimates</i>
	£	£	£	£
Revenue :				
Ordinary	40,002,842	35,863,920	42,902,620	41,038,130
Extraordinary	2,507,230	3,724,460	3,279,800	3,540,370
TOTAL	42,510,072	39,588,380	46,182,420	44,578,500
Expenditure :				
Ordinary*	22,526,144	26,161,930	26,253,710	30,530,340
Transfers to Development Funds	13,708,656	11,165,000	14,483,330	12,160,000
Extraordinary	2,245,812	1,420,340	2,465,760	1,156,630
TOTAL	38,480,612	38,747,270	43,202,800	43,846,970
Overall Surplus	4,029,460	841,110	2,979,620	731,530

* Excluding transfers to Development Funds.

The effect of recent developments in Government revenue and expenditure are shown in an alternative classification of ordinary and extraordinary revenue and expenditure and of the Combined Development Funds in Appendix II. These tables show the current and capital account of the Government and are part of a set of accounts which will fit into the social accounts and provide a clearer basis for economic analysis.

Although the revised estimate of the yield from minerals duty shows an increase over the original estimate for the year, the total revenue from direct taxation is expected to be less in 1953–54 than in the previous year, mainly as a result of the change in world conditions generally from a seller's to a buyer's market and a check to the rise in profits. There is evidence of increased turnover but this has not been sufficient to offset the fall in price margins. This relative stability is not in itself undesirable, but under these conditions it will not be possible to foresee the same rapid increase in the yield from taxation which has been a feature of the last few years. Final figures for customs and excise duties in 1953–54 are likely to be higher than the original estimate by £5·5 million ; cocoa duties are expected to yield £15·8 million compared with an original estimate of £11·5 million in 1953–54 and an actual yield of £16·4 million in 1952–53. Receipts from import duties should show an increase of £0·9 million. Under extraordinary revenue additional contributions from the Cocoa Marketing Board towards the cost of cocoa rehabilitation account for £0·3 million and increased receipts from Colonial Development and Welfare funds for a further £0·5 million.

Revenue for 1954–55, despite increases in special contributions, is expected to show a fall of 5 per cent, mainly accounted for by a fall in export duties. It is also estimated that, at 1953–54 rates, income tax and minerals duty will yield £0·6 million less.

On the expenditure side, personal emoluments are expected to show a rise of £0·8 million in 1953–54 over the previous year, chiefly as a result of increased recurrent expenditure arising from development. Current expenditure on goods and services in 1954–55 is forecast at £14·4 million.

Transfer incomes consisting of interest on the public debt, subsidies, grants-in-aid and capital grants accounted for £7·3 million in 1952–53. Further provision was made in 1953–54 raising expenditure on this account to about £10 million. The estimate for 1954–55 again shows an increase, to £11·4 million.

The largest single item of expenditure is grants-in-aid to educational institutions, which has shown a remarkable rise of over £2 million to £2,949,000 in 1952–53 compared with only £928,000 in 1949–50. The increase in interest on the public debt in 1954–55 will be over £0·4 million and this is accounted for by payments due in respect of the internal loan programme.

Appropriations from revenue to renewals funds show an increase of 15 per cent in the estimates for 1954–55 over those for 1953–54, representing normal provision for renewal and replacement of fixed assets, which must be expected to continue to rise. The increase of £2 million in appropriations to other funds results from the transfer of specified revenue to the Road Fund and the transfer of interest on the surplus balances to the appropriate funds. Provision is made for appropriations to the Development Funds totalling £12·16 million, which includes £11·16 million out of a total expected yield from cocoa duties of £14·4 million.

The surplus on current account represents the saving, resulting from Government activities during the year, which is available for investment in real assets or addition to reserves, excluding the large contributions set aside for development. The current surplus has fallen steadily from a maximum of £8·4 million in 1950–51 to an estimated surplus for 1954–55 of £1·9 million, and this is the measure of the decrease in the funds now available to meet the cost of further expansion by the Government or additional expenditure on social services. The picture is however not complete unless account is taken of the large decrease in capital expenditure under ordinary and extraordinary heads. Expenditure on fixed assets amounted at its maximum to £4·6 million in 1950–51 and this figure is reduced to £0·7 million in 1954–55. Despite this decrease, however, the overall surplus has steadily declined in the last three years, reflecting again the decrease in the current surplus.

Current expenditure, excluding transfers to Development Funds, totalled £21·6 million in 1952–53, and is estimated to be £24·5 million in 1953–54 and £28·5 million in 1954–55, and is likely to exceed £30 million if the full effect of expenditure arising from development up to 31st March, 1954, is included. Current revenue from all sources excluding cocoa was £24·0 million in 1952–53 and is estimated to be £26·4 million in 1953–54 and £28·2 million in 1954–55. These figures show that there is a limit to the capacity of the Gold Coast to support recurrent expenditure on grants-in-aid and capital grants mainly on account of social services, and that limit appears to have been reached. This matter was kept under review throughout 1953 and attention was given to the need to direct future development expenditure into projects which will contribute to revenue in the near future. What is important is that the Government must look forward to an increasing return from its past development expenditure and to achieve this will require a reassessment of priorities for future development leading to the increased allocation of funds for projects which will produce a material return in the short run. The country's dependence on cocoa for funds with which to finance its development is almost absolute but while the cocoa price maintains its present level there is no reason why its capital development programme should not proceed unhindered. The instability of the cocoa price, however, makes it imperative that advantage should be taken of the development funds available from this source to expand the revenue-earning capacity of the country with the least possible delay.

DEVELOPMENT FUNDS

Development expenditure is financed primarily by contributions from revenue on cocoa. Contributions since the establishment of the funds are shown in the table headed "Combined Development Funds" in Appendix II. Other receipts, apart from cocoa, include grants from Colonial Development and Welfare funds, the United States Foreign Operations Administration and interest and loan funds.

Colonial Development and Welfare contributions represent receipts in respect of expenditure on approved schemes whilst the special grants from the Foreign Operations Administration are earmarked for the Achiasi-Kotoku railway line. The policy of the Government has been to raise loan funds to finance revenue-producing projects as far as possible, using other development funds for social and other services chiefly of a non-revenue-producing nature. There is a possibility of recouping development expenditure on revenue-earning assets by raising loans against the security of such assets and their future revenue. Loans have been raised principally for railway and harbour development, although it is proposed to raise loans for development in the Trans-Volta/Togoland region and for construction of bridges in selected areas. The interest-free loan of £0·8 million made to the United Kingdom Government during the war was repaid at the end of 1952, and the amount transferred to the Development Fund.

Expenditure from Development Funds is chiefly of a capital nature, although approximately a quarter of a million pounds per year has been allocated to meet expenditure on scholarships, etc. which should strictly be a charge against revenue. Substantial capital grants have been made to finance the building and equipment of the University College and Kumasi College of Technology; grants for other educational buildings are provided for in 1953–54 and 1954–55. As a result of the Government's decision to make loans for private housing, provision amounting to £317,000 was made for this purpose in 1953–54. Expenditure from the funds provided in 1953–54 will not reach the target set but it is estimated that not more than £1·9 million will be carried over into 1954–55. It is expected that expenditure from the three Development Funds will exceed contributions for the first time in 1953–54 by £0·6 million, but approval is to be sought for a further transfer from surplus assets of £4·0 million. Even without this contribution the aggregate balances in the three funds are likely to amount to £17·7 million at the end of 1953–54 and £12·0 million at the end of 1954–55, a remarkable achievement.

The nature of the expenditure on development is shown in the table headed "Expenditure under the Development and Reserve Development Plans classified by type of Service" in Appendix II. Expenditure from the Reserve Development Funds is essentially revenue-earning but of a long-term character. It will be some years before the Gold Coast can look forward to reaping the full benefit of this capital outlay although its indirect contribution will be felt much sooner in improved harbour and railway services and in improved facilities for industrial development at Tema.

Expenditure from Development Funds has been directed mainly towards making good the relatively small scale of public capital investment which has been possible in the past. The emphasis has been placed on improving the health and educational services so that the necessary foundation for further development can be laid with the assurance that there will be a steadily increasing supply of manpower with the required qualifications. A fairly high level of capital expendi-

ture has been essential for the expansion of Government activities and improvement in services for law and order. The need for investment in Government services, in services for law and order and in the social services is not likely to require expenditure at the same level in future.

Plans for investment in revenue-producing services, and in services for agriculture and trade, including provision for roads, now account for £19·3 million and £19·7 million respectively out of the total Plan of £81·3 million.

PUBLIC DEBT

The public debt of the Gold Coast, which totalled £8,410,000 at the end of 1950 and consisted principally of external borrowing, will have reached £18,375,000 at 31st March, 1954. A substantial part of the debt has been raised for improvements to Takoradi Harbour and to the railways. A loan of £2,300,000 was raised in 1951–52 for use in financing the Takoradi Harbour extensions and an additional loan of £1,350,000 which was approved in 1952 was raised entirely from the Cocoa Marketing Board. A loan of £2,170,000 was raised from the Board during 1953 to finance extensions and improvement of the railway system. It is proposed to raise an additional loan of £4,015,400 from the Board of which £1,150,000 is to finance further extensions to Takoradi Harbour and £2,565,400 is a further instalment in the programme to finance railway improvements, earmarked specifically to meet the cost of doubling the line from Takoradi to Tarkwa and the purchase of new engines and rolling stock. The remaining £300,000 is for the development of the Trans-Volta/Togoland region. A loan of £1,358,000 will be required for additional railway improvements in 1954–55, whilst the completion of the Takoradi extension programme is estimated to require a further £350,000. A further instalment of the proposed loan for Trans-Volta/Togoland development, amounting to £700,000, is to be raised in 1945–55.

External debt charges for 1953–54 totalled £423,370, of which £339,270 represented interest charges and the remainder contributions to the sinking fund. A sinking fund exists for the amortisation of the funded external debt, and amounted to £2,509,000 at 31st December, 1953, while the balance in the supplementary sinking fund amounted to £2,785,000, the total being thus £5,294,000. The 4½% Inscribed Stock, 1956, and the 3% Conversion Stock, 1954–59, totalling £5,230,000, will have reached maturity within the next five years and these two funds are already adequate to meet any liabilities of the Gold Coast that might arise at the time these two loans are redeemed. The unfunded debt due to the Cocoa Marketing Board will require annual capital payments amounting to £402,070 and interest payments amounting to £395,040 during 1954–55. Liability for a further £400,000 arises from the transfer of interest on surplus balances in respect of the Development Funds. £15,000 has been set aside for the redemption of premium bonds drawn by lot.

PUBLIC DEBT OF THE GOLD COAST*

£ thousand

	1951	1952	1953	1954
External				
Funded Debt				
4½% Inscribed Stock 1956 . . .	4,628	4,628	4,628	4,628
3% Conversion Stock 1954-59 . . .	602	602	602	602
3% Inscribed Stock 1963 . . .	2,010	2,010	2,010	2,010
4% Inscribed Stock 1960-70 . . .	1,170	1,170	1,170	1,170
Total external debt . . .	8,410	8,410	8,410	8,410
Internal				
Funded Debt				
4% Stock 1968-73 (Local Loan) . . .	—	—	—	500
Unfunded				
Takoradi Harbour Extensions				
£2,300,000 1951-52 Loan . . .	600	2,242	2,156	2,057
£1,350,000 1952-53 Loan . . .	—	—	1,346	1,301
£1,150,000 1953-54 Loan . . .	—	—	—	1,150
Railway Loans				
£2,170,000 1952-53 Loan . . .	—	—	2,164	2,092
£2,565,400 1953-54 Loan . . .	—	—	—	2,565
Trans-Volta/Togoland Development Loan 1953-54				
£300,000 1953-54 Loan . . .	—	—	—	300
Total internal debt . . .	600	2,242	5,666	9,965
Total public debt . . .	9,010	10,652	14,076	18,375

* As at 31st March.

During the course of 1953-54, a local loan of £500,000 was floated. It is disappointing to record that contributions from private African investors have not been promising, although there will be no difficulty in raising the full amount of the loan. It is planned to raise further loans during the course of 1954-55, including an issue of premium bonds. It is also proposed to establish statutory sinking funds for the redemption of each of these local loans and provision has been made for contributions during 1954-55 amounting to £12,500 in respect of the initial loan.

TAXATION

Central Government revenue continued to be derived primarily from customs duties and income tax. Of the total revenue derived from customs and excise in 1952-53 £9,544,719 was obtained from import duties and £16,827,164 from export duties. Of the latter figure the duty on cocoa provided £16,406,944, collected in accordance with the provisions of the Cocoa Duty and Development Funds Ordinance. Under this Ordinance duty is paid at the rate of 10 per cent when the f.o.b. price does not exceed £100 per ton ; when the price is between £100 and £120 a ton the duty remains constant at £10

a ton ; and when the f.o.b. price is in excess of £120 a ton the duty is half the amount by which the price exceeds £100. The proceeds of the duty are divided in such a way that the first £20 per ton of export duty on a consignment is paid into general revenue, the next £15 per ton into the Special Development Fund, the next £10 into the Reserve Development Fund together with three-fifths of any excess of duty over £45 per ton. The remaining two-fifths of the excess of duty over £45 per ton accrue to general revenue. Both funds will be applied exclusively to such development projects as may be authorised by the Ordinance in the case of the Special Development Fund and by the Legislature in the case of the Reserve Development Fund.

Import duties are levied on a wide range of goods entering the country. While the rate of duty varies with the item, 20 per cent *ad valorem* is the rate most commonly levied, though in the case of luxury goods the rate may be as much as $66\frac{2}{3}$ per cent *ad valorem*. Export duties are levied on timber, diamonds won by small operations and kola nuts in addition to cocoa.

No specific estate duty is levied in the Gold Coast, but there is an *ad valorem* court fee payable, on grant of probate and letters of administration, on the declared value of personal property at rates varying from 10s. on values not exceeding £50, to £3 10s. per £50 on values exceeding £15,000. In the great majority of estates of deceased Africans it is unnecessary for probate or letters of administration to be taken out and the total amount collected in this way is comparatively small.

In view of their intricacy, the provisions and scope of the Income Tax Ordinance which has applied since 1944 to the earnings of both companies and individuals are explained in Appendix VI, where also will be found a table setting out the rates of tax payable on incomes of various levels.

LOCAL AUTHORITY FINANCE

Local authority direct taxation, or "rating" as it is called in the Local Government Ordinance, takes several forms. All rating authorities, that is to say Municipal, Urban, or Local Councils, and District Councils in the Northern Territories, must levy a standard rate per capita, known as the basic rate. In addition councils other than Municipal may impose one or more of the following :— a graduated rate, a rate upon property, and a rate on possessions. Such rates are payable by all persons over the age of 18 years residing or owning immovable property in the area of the council, including non-Africans. Exemptions or reductions may be made in the case of women and paupers. In practice the basic rate is almost everywhere the sole direct tax. It is realised that this is very unsatisfactory as the rate is perforce limited to what the poorest class can pay, and during the year plans were drawn up for the introduction of a system of rating based on the replacement value of buildings, to be tried first experimentally in certain towns.

In the four municipalities the principal source of revenue is a rate on immovable property. These rates vary between 2s. 6d. and 3s. in the £.

Other sources of local authority revenue include the fees and fines from Native Courts, fees and tolls (e.g. at markets and lorry parks), licence fees (e.g. for palm wine sellers), interest on investments, and grants-in-aid and reimbursements from the Government. All local government bodies (including Municipal Councils) are eligible to receive grants-in-aid from the Government. In the financial year 1952-53 the sum of £825,780 was disbursed for this purpose, and £1,267,650 was provided for the following year. Grants to local authorities are made available as block grants to the Officers-in-Charge of Regions, their subsequent disbursement being dependent partly upon the amount of direct tax raised by each individual local authority and partly by way of percentage grant-in-aid towards the salaries of local authority staff. Additionally there is a further grant designed to assist areas of limited natural resources. Grants-in-aid to the Municipal Councils are more closely related to the services provided, but here again a substantial contribution is made towards the salaries of staff. Government reimbursements have been in respect of services rendered by local authorities on an agency basis : such reimbursements apply in particular to the maintenance of roads in the Northern Territories.

Provision of £250,000 was made in the Government's Estimates for 1953-54 for loans to municipalities and the other local authorities, and successful applications were submitted for such projects as the improvement of markets, provision of water supplies and latrines, and the purchase of buses.

It should be noted that, except in so far as the Government provides assistance to local authorities, these have independent sources of revenue and their finances are separate from those of the Government. The estimates of revenue and expenditure which they prepare, however, are subject to the approval of the Central Government. All money collected by local authorities is spent by them, and none is paid to the Government.

Chapter 4 : Currency and Banking

British West African currency, issued by the West African Currency Board, is the official currency in circulation in British West African Territories, including the Gold Coast. It is exchangeable with sterling on a pound for pound basis and consists of the following denominations : £5, 20s. and 10s. notes, florins, shillings, sixpences, three-pences, pence, halfpence and tenthpence.

The main factor influencing the amount of currency in circulation is the purchase of the cocoa crop. The currency in circulation is at its lowest at about August of each year, before the opening of the main crop cocoa buying season, while the peak is normally reached at the

end of December of each year, by which time most of the crop has been purchased. The following table gives figures for the minimum and maximum circulation since 1950.

ESTIMATED NET CURRENCY CIRCULATION, 1950-53*
£ million

Year	Minimum		Maximum		Difference
	Circulation	Months†	Circulation	Months†	
1950	16.2	August	32.5	December	16.3
1951	21.1	August	33.8	December	12.7
1952	21.7	August	36.8	December	15.1
1953	23.6	August	35.8	December	12.2

* Excluding bank holdings.

† End of month.

The decline in circulation at the close of 1953 compared with 1952 is accounted for chiefly by the smaller volume of purchases of the 1953-54 cocoa crop by the end of 1953, amounting to 168,714 tons, compared with the total of 207,022 tons purchased at the close of 1952 of the 1952-53 season's crop.

The Bank of the Gold Coast, established in accordance with the provisions of the Bank of the Gold Coast Ordinance, 1952, opened in Accra in May, 1953.

Two other commercial banks operate in the Gold Coast—the Bank of British West Africa Limited and Barclays Bank (D.C. & O.). Both have branches in all the larger towns and both Banks opened new branches in 1953. The Bank of British West Africa Limited opened a second branch in Accra and another at Keta. Barclays Bank (D.C. & O.) opened a second branch at Ho.

The Gold Coast Co-operative Bank had a turnover of about £7 million in 1953. Its main activities consisted in financing the operations of the Gold Coast Co-operative Marketing Association, and, to a lesser degree, the Gold Coast Co-operative Wholesale Establishment. During the financial year 1952-53 it issued loans totalling £233,755 through the co-operative unions to the village co-operative societies. Of this total £147,952 was in short-term loans repayable at the end of the cocoa season, and £85,803 was in long-term loans chiefly for the construction of cocoa sheds and offices. Deposits received during the year amounted to approximately £142,000. The Bank increased its capital and reserves to £68,000 and showed a net surplus on operations for the year ending 31st March 1953 of £6,220. Interest charged on short- and long-term loans was 7 per cent and 5 per cent respectively, whilst interest payable on deposits remained at 3 per cent for savings accounts and 3½ per cent for twelve-monthly fixed deposits.

The increase in the number of depositors in the Post Office Savings

Bank by 30,000 to 418,000 maintained the rate of growth of previous years. Owing to the continuing effect of the limits of annual deposits and aggregate balances the net total deposits fell from the previous year's figure of £301,000 to £88,000. The balance due to depositors at the close of the year was £5,163,000.

Chapter 5 : Commerce*

Trading conditions remained generally satisfactory during 1953.

The year saw the appointment by the Board of Trade of a Trade Commissioner for the United Kingdom in the Gold Coast, Sierra Leone and the Gambia, with headquarters in Accra, to provide economic intelligence and a commercial service to British traders and to advise local traders regarding imports from the United Kingdom.

The Gold Coast stand at the British Industries Fair, the theme of which was the development and industrial possibilities for investments in the Gold Coast, was again a centre of interest to visitors.

The flow of trade was considerably assisted by increased port and rail capacity, which was of particular benefit to timber exports and cement imports.

The Department of Commerce took over the produce inspection service from the Department of Agriculture and the timber inspection service from the Forestry Department. The produce inspection service is responsible for the grading and inspection of cocoa, and the Cocoa Marketing Board agreed to contribute up to £200,000 towards the cost of this service in the financial year 1953-54.

The registration as a co-operative society of the Co-operative Wholesale Establishment, Ltd., the central organisation for consumer co-operation, was cancelled in July, 1953, and the Establishment went into liquidation. Trading losses for the year ending 31st March, 1953, were £21,214, bringing total losses up to that date to £42,285. In May, 1953, a Commission of Enquiry was appointed to investigate the organisation and trading methods of the Establishment and to report on any irregularities that might come to light. The Commission had not reported by the end of the year.

There were 38 consumer co-operative societies with a total membership of 11,702 and share capital and reserves amounting to £30,699. Of these, 12 societies were inactive, 13 made a total net surplus of £1,255 and 13 made losses totalling £4,331.

IMPORTS

The total value of imports in 1953, amounted to £72,764,084, an increase of £6,279,416 or 9 per cent over the 1952 level of £66,484,668.

The principal sources of supply for imports were the United King-

* 1952 and 1953 figures quoted below relating to external trade are provisional and subject to amendment.

dom (57 per cent of total value), the Netherlands and Netherlands West Indies (11 per cent), Japan (5 per cent), the United States of America (5 per cent) and Western Germany (3 per cent).

Imports of the following items increased in volume : corrugated iron sheets by 179 per cent ; commercial motor vehicles by 53 per cent ; cement by 41 per cent ; cotton piece-goods by 32 per cent ; private motor vehicles by 31 per cent ; potable spirits (gin, rum, brandy, whisky) by 30 per cent. Imports of machinery for mining and gold dredging increased in value from £1,222,928 in 1952 to £1,421,261 in 1953, an increase of 16 per cent.

The following table shows the Gold Coast's principal imports :

<i>Goods</i>	1952		1953	
	<i>Quantity</i>	<i>Value c.i.f. £</i>	<i>Quantity</i>	<i>Value c.i.f. £</i>
Cotton Piece-Goods .	72,961,099 sq. yd.	9,577,310	96,079,286 sq. yd.	10,966,248
Potable Spirits* .	224,089 gall.	366,110	290,271 gall.	477,807
Ale, Beer, Stout and Porter	3,368,278 gall.	1,538,509	3,526,024 gall.	1,576,288
Flour	61,001,243 lb.	1,784,830	64,645,107 lb.	1,956,455
Sugar	32,614,128 lb.	1,082,079	47,060,832 lb.	1,286,327
Tobacco	3,868,217 lb.	1,923,208	3,738,603 lb.	1,894,051
Commercial vehicles† .	2,941	2,120,828	4,498	2,894,635
Private Cars	2,022	1,123,518	2,658	1,390,106
Bicycles	42,258	450,358	43,051	465,200
Cement	173,650 tons.	1,786,643	244,244 tons.	2,092,995

Note : * Gin, rum, brandy and whisky : excludes other potable spirits.

† Includes chassis with engines and tyres.

EXPORTS

The total value of exports in 1953 amounted to £89,781,640, an increase of 4 per cent over the 1952 figure of £86,000,103.

The principal market for exports were as follows :

Cocoa : (Crop sales 1952-53) : U.S.A. 29 per cent ;
United Kingdom 27 per cent ; Western
Germany 10 per cent ; the Netherlands 11
per cent ; U.S.S.R. 7 per cent ; other 16 per
cent.

Gold : United Kingdom 100 per cent.

Diamonds : United Kingdom 100 per cent.

Maganese : U.S.A. 60 per cent ; United Kingdom 25 per
cent ; Norway 15 per cent.

<i>Bauxite :</i>	United Kingdom 100 per cent.
<i>Timber (Logs) :</i>	United Kingdom 36 per cent ; U.S.A. 36 per cent ; the Netherlands 9 per cent ; Western Germany 8 per cent ; Italy 6 per cent ; other 5 per cent.
<i>Timber (sawn including veneers) :</i>	United Kingdom 68 per cent ; U.S.A. 17 per cent ; South Africa 7 per cent ; other 8 per cent.

The following table shows actual figures of the Gold Coast's principal exports :

<i>Goods</i>	1952		1953	
	<i>Quantity</i>	<i>Value f.o.b. £</i>	<i>Quantity</i>	<i>Value f.o.b. £</i>
Cocoa	212,005 tons	52,533,085	236,634 tons	56,143,022
Gold	705,815 fine oz. troy	9,255,704	730,156 fine oz. troy	9,390,581
Diamonds	2,133,873 carats	5,399,885	2,164,262 carats	3,924,755
Manganese Ore	794,192 tons	8,332,847	745,990 tons	8,722,222
Bauxite	74,368 tons	137,581	115,075 tons	201,383
Timber : unmanufactured (1)	10,556,268 cub. ft.	4,157,402	15,088,860 cub. ft.	5,880,117

(1) This classification includes logs, sawn timber and veneers.

Chapter 6 : Production*

MINERALS

It has for some years been accepted policy that in the Gold Coast Colony and Ashanti (where virtually all the mining activity has taken place) direct Government interference between landowners and those taking out mineral and other concessions shall be kept to a minimum. The Concessions Ordinance gives to the Judiciary the duty of ensuring that persons are not deprived of their rights of occupation in the area to such an extent as will drive them from their habitations and prevent them from winning from the land the necessities of life, and requires the Executive to satisfy itself that the financial circumstances of those taking out a concession are such as to ensure the proper working of the concession. Most of the concessions on which mining activities are at present taking place are of some antiquity and for the reason

* 1952 and 1953 figures quoted below relating to external trade are provisional and subject to amendment.

explained above there is a considerable variation in their terms.

The total profits arising from mining operations in the Gold Coast are assessed for the calculation of Gold Coast income tax at the usual rate for companies, an allowance being made for items of capital expenditure. The remaining types of taxation on minerals, other than on diamonds won by small-scale African diggers, were consolidated in 1952 by the Minerals Duty Ordinance, which imposes a duty on the value of minerals won, at rates varying according to the "yield ratio" of each mining undertaking. The "yield ratio" is arrived at by taking from the value of the minerals all expenses necessary to the mining, transporting, processing and selling of the mineral, including generous allowances for depreciation and amortisation, and by expressing the resultant figure as a percentage of the value of the minerals won.

The rates of duty may be summarised as follows :

<i>"Yield ratio"</i>	<i>Rates of duty</i>
%	%
15	nil
20	1
30	3
40	7
50	11
60	15
70	19
80	21

Gold is almost certainly the oldest export of the Gold Coast and there are some grounds for believing that the ancient Phoenicians traded in it. The revaluation of sterling in September, 1949, assisted the production of gold materially, but steadily rising costs soon more than outweighed the benefits of this higher production. This would have had a most serious effect on the operations of many of the mines had it not been for the relief granted by the decision of the International Monetary Fund to permit all sales to take place on the free market, and the further relief afforded by the passing of the new Minerals Duty Ordinance in 1952. The advantage afforded by the sale of gold on the free market has virtually disappeared, because the price of gold has been falling since 1949 until in 1953 there did not exist on the free market any premium over the official price. A number of mines have been operating much nearer the margin, and the fall in the price of free market gold to the official level in 1953 is therefore viewed with concern by Gold Coast mines. Total production for 1953 amounted to 730,963 fine ounces compared with 691,460 fine ounces in 1952. This figure is made up as follows :

Banket Mines	.	.	.	188,838 fine oz.
Quartz Reef Mines	.	.	.	511,363 „ „
Dredging Operations	.	.	.	30,762 „ „

Production of diamonds in 1953 was at about the same rate as in 1952, which was a record year. Exports in 1953 of all diamonds

amounted to 2,164,262 carats valued at £3,924,755, compared with 2,133,873 carats valued at £5,399,885 in 1952. The proportion contributed by African producers was lower in 1953, but the output by the companies increased considerably and their output for the first ten months of the year was actually higher than the whole for 1952. The introduction at the beginning of 1952 of the Prospecting and Digging Licences Regulations has done something to regularise and stabilise conditions in the industry.

The Gold Coast has been since 1944 the world's largest exporter of high-grade manganese ore. Exports of manganese in 1953 amounted to 745,990 tons valued at £8,722,222 and bauxite exports amounted to 115,075 tons valued at £201,383.

The daily average labour forces employed by the mining companies during the fourth quarter of 1953 were as follows :

	<i>Europeans</i>	<i>Africans</i>
Gold Mines	793	26,745
Diamond Mines	50	3,915
Manganese Mines	62	6,310
Bauxite Mines	24	392
	<hr/>	<hr/>
Total	929	37,362
	<hr/>	<hr/>

These figures do not include the labour engaged on small African workings.

During December, 1953, the British Aluminium Company were compelled by labour disputes both at the mine and at the harbour loading plant to lay off labour and to continue operations only on a care and maintenance basis. This led to a suspension of shipments. The disputes have now been settled and normal shipments have been resumed. There were minor disputes in other mines and a minor strike was called by the employees of the Consolidated African Selection Trust Limited, but none of these had any appreciable effect upon the industry.

The Government's Department of Mines had an establishment of a Chief Inspector of Mines, a Deputy Chief Inspector, two Senior Inspectors of Mines, six Inspectors of Mines, a Senior Inspector of Machinery and two Inspectors of Machinery. The Department is responsible for the inspection of all mines and quarries ; the enforcement of the mining Regulations with emphasis on the safety of employees; the holding of accident enquiries; the trial, under the limited powers of an Inspector, of breaches of regulations and, where more serious cases occur, the institution of proceedings through the Courts ; and the examination of candidates for blasting certificates, shift-boss certificates, rescue brigade certificates, winding engine drivers' certificates and winch drivers' licences. The Department is also responsible for the issue of prospecting, digging, mining and dredging licences under the Concessions and other Ordinances, and for the inspection of African diamond workings and for licences connected therewith.

During 1953 a mechanical laboratory was installed in the Mines Department Head Office at Takoradi and included a tensile machine for testing winding ropes up to a breaking strain of 100 tons.

An officer specialised in dust and ventilation problems during the year, spending four months in the United States of America and Canada under a United Nations Fellowship and later three months working with the Silicosis Research Station of the Department of Mines in South Africa. On his return, equipment was ordered for the installation of a dust laboratory.

The Department of Geological Survey has an establishment of a Director, a Deputy Director, 12 geologists, a petrologist, a chemist-assayer and a superintendent of records. This Department is responsible for geological mapping and prospecting, for hydrological surveys, for the systematic examination of mines and prospects and for technical and scientific assistance to the mining industry as a whole.

There was a considerable increase during the year in the scope and activities of the Department, which included the equipment of a chemical laboratory for rock analysis and the partial organisation of a geological museum. Water supply investigations, including geophysical work in connection with the siting of boreholes, were considerably expanded, and the Department carried out work for the Government's Development Plan and in particular for the Volta River Project and Tema Harbour.

MANUFACTURING INDUSTRIES

The main manufacturing industry is the treatment of local timber—principally sawmilling, but also veneer and furniture production. All veneers and some sawn timber are exported.

The other industries engaged on production for export are palm oil extraction in the Western Province and a lime juice factory near Cape Coast. The cocoa butter factory at Takoradi has continued in operation, but on a reduced scale, due to the high prices obtainable for cocoa beans from the chocolate manufacturers.

The large brewery at Accra and the singlet- and shirt-making factory at Sekondi consume largely imported materials. Machinery and wire for the manufacture of wire nails in Accra have also been imported. A tobacco factory at Takoradi was built during the year and will start to manufacture cigarettes during the first half of 1954, depending initially on imported tobacco. The Accra Brewery increased its output during the year to 972,274 gallons, which is 15·7 per cent greater than the 838,407 gallons produced in 1952. Part of the raw material requirements for the soap factory at Accra have also been imported. There are two brick and tile works in the Gold Coast and another in course of construction. One firm is engaged on the production of salt by evaporating sea water, and there is a plant for manufacturing charcoal and a small plant for roasting and grinding coffee. In Accra there are two small firms, one making cigars from local tobacco and one manufacturing perfumed powder. The Government Fisheries Department operates a pilot fish and fruit canning plant, also

in Accra. There is a multitude of small power-driven mills all over the country, mainly grinding corn.

The main line of development still being considered is, of course, the smelting of bauxite in connection with the Volta River Project. The Volta River Project Preparatory Commission has been established to investigate the project in detail. The possibility of establishing a cement industry is still being investigated. No progress has been made regarding the establishment of a Pepsi-Cola plant but a local company is now considering the installation of a Cocoa-Cola factory. There are quite a large number of other mineral water plants already in operation. Financial negotiations have taken place for the establishment of a first class hotel in Accra and research has been undertaken into the possibility of establishing a safety match factory also in Accra. The Government has been considering the recommendations of Professor W. A. Lewis in his *Report on Industrialisation and the Gold Coast*.

There is a wide range of village handicrafts distributed about the country. There is a fine tradition of excellent goldsmiths' work and weaving of native cloth, but the latter is suffering from competition with imported cloths.

With a view to stimulating the development of new industries in the Gold Coast, relief is given to "pioneer" companies (companies which start new industries declared as "pioneer" by the Cabinet). The maximum relief which may be given is exemption from taxation on profits for five years. If a loss is incurred over the tax holiday period, it may be carried forward and set against subsequent profits.

The Industrial Development Corporation is generally charged with the duty of "securing the investigation, formulation and carrying out of projects for developing the Gold Coast," and the Ordinance gives wide latitude as to the ways in which this duty may be performed. The amount set aside as the capital of the Corporation is £1 million, of which, at the end of the financial year 1952-53, some £460,000 had been expended or earmarked. Experience has shown that the policy of making small loans is complicated and unproductive, whereas there are good openings for properly conducted industrial enterprises on a larger scale. The successes of the Corporation have been mainly in this field, and it is mainly on this type of project that the Corporation will concentrate in future. Small loans will not be entirely excluded but will only be granted when adequate supervision can be ensured.

FORESTRY

It is estimated that the Gold Coast contained some 30,000 square miles of closed forest, but that of this area some 18,000 square miles has been converted to agriculture. Savannah woodland covers about 42,500 square miles. Virtually all this forest and woodland is communally owned, Crown forest amounting to only some 64 square miles.

Of the communally owned forest, 5,790 square miles of closed forest and 1,358 square miles of savannah woodland have been reserved.

The reservation programme in the area of closed forest has reach completion and work is now concentrated in the Northern Territories, where selections totalling 204 square miles were made, and on establishing fuelwood plantations in the coastal area, notably for Ada and Keta. A feature of the work in the Northern Territories is the combined activities of the Departments of Forestry and Agriculture in the land planning areas.

The area of unreserved closed forest, last year estimated to be 7,577 square miles, now seems likely to be some 6,327 square miles, the reduction being due partly to further destruction for cocoa farming and partly to more accurate information being obtained by the Forestry Department during the course of its contribution to the preliminary land-use survey. There is no doubt that the remaining closed forest outside the reserves is becoming more dispersed and inaccessible.

The Government's forest policy remained unchanged and is as follows :

- (a) the creation of sufficient permanent forest resources by the reservation either by the Government or by local authorities of suitably situated areas of forest, or land desirable and suitable for afforestation ;
- (b) the management of permanent forest resources by methods that will achieve maximum productivity and value on the basis of a sustained yield ;
- (c) the conduct of research into all branches of scientific forestry, with special emphasis on ecology and silviculture ;
- (d) the development of local authority forestry, and the education of local authorities and people to a better understanding of the necessity for and value of conserving their forests ;
- (e) the progressive utilisation, without replacement, of the remainder of the forest resources not permanently dedicated to forestry, controlled in such a way as to make its supplies last as long as possible, compatible with market requirements, and particularly until the utilisation of forest reserves can be accompanied by successful regeneration, while at the same time utilising supplies to the utmost prior to their destruction by farming ;
- (f) the training of subordinate field staff and of Africans for higher posts in the Forestry Department ;
- (g) the provision of technical advice and assistance to non-governmental forestry ; and
- (h) co-operation with all other interests in schemes for the prevention of soil erosion and in the development of plans for optimum land usage.

Almost all the timber produced comes from the closed forest and most of the output still comes from forest areas outside the forest reserves. During 1953 the demand for both export and mill logs was steady until the last quarter when a slight recession set in, the demand for wawa in the United Kingdom market falling heavily when controls were removed from soft woods. The continental demand remained

high, however, and, as at the end of the year a number of contracts remained to be completed, there has as yet been no significant drop. Rail space is still a limiting factor and tends to maintain the preponderance of the most profitable species, mahogany, sapele, baku and, until September, wawa. During the year however a number of other species came into greater prominence, particularly emeri and nyankom.

Log exports rose by some two million Hoppus feet to the record figure 8,160,357 Hoppus feet.

The declared f.o.b. value of export logs has on average during the year been 7*s.* 11*d.* per Hoppus foot, and the f.o.b. value of mill-sawn timber on average 11*s.* per cubic foot.

The output of mill-sawn timber continued to rise. Commercial mills produced an estimated output of 8,500,000 cubic feet of which exports were 4,623,788 cubic feet (a record figure), the balance being consumed within the Gold Coast. Additional sawmill plant under construction during 1953 is planned to increase the industry's output by almost 2,000,000 cubic feet.

Exports of plywood and veneers rose to 66,498 cubic feet and 74,971 cubic feet respectively.

The output of logs is in the hands of either large operators holding big concessions or small contractors operating on felling agreements which cover a few trees at a time. There are 35 commercial sawmills in operation, in addition to those of mining companies and of the Railway Administration. The majority of the commercial mills are owned by European and American companies but six are African-owned and several are owned by Lebanese citizens. Only one mill is entirely African-staffed ; in all the others there is European or Lebanese supervision and one or more European or Lebanese technicians. Log supplies for the mills are obtained from contractors, from the mill owner's timber concessions, or from both. It is estimated that a little more than 25 per cent of the production of logs and curls for export is organised by African firms, but a far higher proportion of the logging business is African as several of the European exporting firms buy the greater part of their requirements from African loggers.

Accurate figures of pit-sawn timber are not available but production remained steady at about half a million cubic feet. This industry is entirely in African hands and is carried on by small independent gangs who for the most part operate only in the off season for cocoa. Demand exceeds supply and prices remained high.

The consumption of round and split wood for house and farm building in the villages, and for pitprops, cribbing etc. in the mines is estimated to have amounted to just over 8½ million cubic feet.

Firewood and charcoal are the chief sources of heat for both domestic and commercial purposes, there being no natural supplies of coal or oil in the country. In the rural areas supplies are collected by the people for their own use from the farms and surrounding forests. People near the towns take a certain amount into the market for sale, but only in the cases of the larger towns is there any organised supply.

Here the firewood and the charcoal arrive by road or rail and before reaching the consumer may pass through the hands of several middlemen. The trade is in African hands. All the mines cut firewood from their own concessions, in most cases through the agency of African contractors. The total firewood consumed (as firewood and charcoal) in 1953 is estimated at just over 180 million cubic feet.

Fuelwood plantations have been established at a few centres but more are required and can be provided if suitable land is made available by the local authorities concerned.

During the year the Log Inspection Service was transferred from the Forestry Department to the Department of Commerce.

The staff of the Forestry Department comprises 41 senior officers, including three specialists, 12 senior technical subordinates, 144 technical subordinates and 347 Forest Guards.

FISHERIES

Fish from the sea provides much of the protein in the diets of the Colony and Ashanti, and the demand for it far exceeds the existing supply. The catch is derived largely from the following four fisheries :

- (i) That for two species of *Sardinella*, *S. aurita* and *S. cameronensis*. The net used for both is known as the 'ali', and is worked from a dug-out canoe by a crew of seven men. From June to September the catch consists largely of *S. aurita*, the 'ali' being fished as a drift net. For the rest of the year *S. cameronensis* alone is caught, and for this a ring net technique is used.
- (ii) A shore seine fishery for a horse mackerel, *Caranx sp.*, which from September to December comes in large shoals to the coast off the Keta district. Nets a mile in length are used, and a single haul sometimes yields a catch of ten tons.
- (iii) A shore seine fishery with smaller nets, some 200 yards in length, which work wherever the beach is clear of rocks and catch a variety of species, including threadfin, drum, barracuta, and mackerel. Seining is specially the art of the men of the Keta district, who practise it along the coast of the Gold Coast and in neighbouring territories.
- (iv) A line fishery for tunny, shark, snapper, grouper and bream. This is pursued by men of the Accra district.

The only craft used in the sea fisheries until 1953, apart from the Fisheries Department's experimental vessels, have been dug-out canoes, which work from the open beach through heavy surf. The skill and determination of the fishermen have been such that in these difficult conditions they have built up an industry employing some 8,000 canoes and 50,000 men, and landing some 20,000 tons in an average year. Most of the catch is preserved either by smoking or by salting and sun-drying, and it is consumed entirely within the Gold Coast. Catching and marketing are in the hands of individual fishermen and their families, and associations of more than a few canoes are rare.

The 1953 *Sardinella* season in the Accra district gave a moderate catch, of the same order as those of the two previous years but below the average for the series of good seasons from 1945 to 1949. It included periods when little was caught, followed by a few nights of exceptionally heavy landings. The Caranx fishery at Keta showed a welcome recovery from the poor results of the previous year, and the season was one of normal productivity.

The catch from the rivers is small in comparison with that from the sea, but it is much appreciated in inland districts. Most of it comes from the Volta and its tributaries, and it includes *Labeo sp.*, *Mormyrus sp.*, Nile perch, and several varieties of catfish. In the fifty miles of the Volta between its estuary and the first rapids fishing is chiefly by seine nets. Above the rapids the river is rocky for much of its course and there are few places where seines can work; set nets and cast nets however make excellent catches. These fisheries have been developed by men from the Tongu villages of the lower river, who travel great distances upstream to make seasonal camps or permanent villages. Their catch is smoked for distribution chiefly in the markets of Ashanti and Togoland. When the river starts to rise, usually in June, many of them return to their home towns for farming, or they may join in the sea fisheries. River fishing, like that of the sea, is a family affair, and no large groups are engaged in it.

The seines of the lower Volta had a good season in 1953, with catches substantially heavier than those of the previous year.

At the beginning of the year the Fisheries Department had two motor surfboats, and they were joined in May by a third, built in the Department's yard. Two of them fished with drift nets in the *Sardinella* season, while for the rest of the year they trawled in waters in the vicinity of Takoradi. Catches were good and it was evident that boats of this type could profitably be used by local fishermen. By the end of 1953 two more were in service, for a fishing company and a co-operative society respectively. To assist prospective purchasers these vessels are leased under a charter party, whereby their cost is repaid in monthly instalments over a period not exceeding four years. The scheme has aroused considerable interest, and there have been many applications for vessels.

For motor craft to play an effective part in the expansion of the fishing industry a yard was needed in which they could be built, maintained, and repaired. The Department therefore established one at Sekondi and the keel of its first vessel was laid in December, 1952. She was a motor surfboat similar to those already in service with the Department, 31 ft. in length, built throughout of Gold Coast timbers, copper sheathed, and powered by a 15 h.p. kerosene engine. She was launched in May, and has been fishing since then. By the end of the year two more craft of this type had been launched and two were nearing completion. A number of dinghies had also been built.

An essential feature of the work of the yard has been the training of joiners, machinists and other tradesmen, to all of whom boatbuilding was a new art. Artisan shipwrights will be trained under an appren-

ticship scheme, and after further experience in the more highly skilled processes of design and construction will have an opportunity to qualify as boatbuilders. It is hoped that boatbuilding will thus become established as a Gold Coast industry, for which there should be much scope.

Construction of the Turi-Kalsara fish farm situated near Lawra progressed throughout 1953 and by the end of the year was almost complete. Its purpose is to provide fish for stocking to pools and reservoirs in the north, both for food and for the control of certain water-borne diseases. *Serranochromis*, brought from the Belgian Congo as a possible means of controlling bilharzia, is being reared there : this fish is known to destroy the snails that carry the disease, and it is possible that some local species may be similarly effective. Fish that feed on mosquito larvae will also be stocked at the farm, for distribution to waters where malaria control is required.

ANIMAL PRODUCTS

The cattle population of the Gold Coast was shown by the recently completed census to exceed 395,000. Most of the cattle are in the Northern Territories, but some 72,000 head graze the coastal plains. Most of this stock is in the hands of small farmers who are slow to adopt modern methods of husbandry.

The so-called humpless West African shorthorns predominate but in the north there has been a considerable admixture of Zebu blood. A few dwarf cattle exist on the coastal plains.

Meat is virtually the only product of importance. A few hides are exported but the majority remain in the country for home use. Some towns away from tsetse-infected areas receive small quantities of fresh milk from nearby herdsmen, but the total quantity of fresh cow's milk supplied for human consumption is still negligible.

There are indications that the total number of cattle continues to increase. This increase is leading to overstocking in some areas of the north-eastern part of the Gold Coast where size is decreasing as numbers increase. Nevertheless the country's total livestock is insufficient for local needs. While some 24,940 cattle were slaughtered for consumption from local herds, 63,189 head were imported from French Territories and imports of preserved meats by sea were considerable.

Sheep in the Gold Coast number about 464,000 and goats about 428,000 head.

The Department of Animal Health has a senior establishment of a Director, a Deputy Director, one Senior Veterinary Officer, six Veterinary Officers, one Veterinary Research Officer, two Livestock Officers and two Laboratory Superintendents. The Department's policy is primarily to control and prevent diseases of livestock, to undertake research into the disease of livestock and, in conjunction with the Department of Agriculture, to foster better methods of animal husbandry.

The Department's two farms at Nungwa and Pong-Tamale had a

most successful year and the Laboratory at Pong-Tamale continued its research programme.

The large-scale enquiry begun in 1952 and conducted in association with the veterinary authorities in neighbouring French Territories has yielded very interesting and instructive information regarding the efficacy of the various trypanocidal drugs tested.

AGRICULTURAL PRODUCTION

Cocoa

In recent years rather more than one-third of the world's supplies of cocoa have come from the Gold Coast which is the largest single producer. Within the Gold Coast cocoa is the basis of the national economy ; since the second World War, exports of cocoa beans have averaged a little under 70 per cent of the total value of domestic exports and about 92 per cent of agricultural exports. Apart from a relatively small amount which is processed to produce cocoa butter in a local factory, all cocoa produced is exported as prepared beans.

Production is entirely in the hands of individual agriculturalists whose plantations are mostly very small—six acres or less in extent. Development of the cocoa industry has been most spectacular, since the rapid increase in production has been achieved entirely by peasant cultivators though with the assistance and encouragement of the Department of Agriculture.

Although several separate small introductions of the crop were made during the earlier years of the nineteenth century, it was not until the closing years of the century that cocoa beans were produced in commercial quantities. In 1896 some 40 tons of beans were exported ; thereafter cocoa cultivation spread quickly throughout the forest areas of the Colony and Ashanti. By 1924 exports amounted to nearly 220,000 tons and in 1936 they reached a peak of 311,151 tons. Production has subsequently lagged behind this record figure.

The main cocoa harvest season usually begins in October and lasts for four or five months. A small mid-crop is also gathered in the second quarter of the calendar year.

During the 1951–52 and 1952–53 crop years the total local marketings of cocoa were 210,663 tons and 247,376 tons respectively. It is unlikely that the 1953–54 main crop will much exceed the estimate of 205,000* which together with the 1954 mid-crop should bring production for the crop year 1953–54 to around 210,000 tons.

Apart from the cocoa capsids *Sahlbergella singularis* and *Distantiella theobroma*, which have caused severe damage to cocoa since the early days, and various pod diseases, principally black pod which in some areas causes considerable losses, the industry enjoyed relative immunity from serious pests and diseases for many years. In 1936, however, it was found that large areas of cocoa in the Eastern Province were being

* Purchases from 9th October, 1953, to 11th March, 1954 inclusive were 205,836 tons value £27,664,357.

killed by a disease (called "swollen shoot" because of one of its characteristic symptoms) which later proved to be caused by a virus transmitted by insects called mealybugs. The disease spread rapidly in the Eastern Province, where production has since fallen disastrously, and numerous outbreaks have also been found in Ashanti and the Western Province. The effect of the grave and increasing damage caused by swollen shoot disease has to a large extent been masked in production statistics by the coming into bearing of new farms particularly in Western Ashanti ; the following table illustrates this point :

	1936-37		1951-52		1952-53	
	<i>Tonnage</i>	<i>% of Total</i>	<i>Tonnage</i>	<i>% of Total</i>	<i>Tonnage</i>	<i>% of Total</i>
Eastern Region	128,000	43	47,585	23	50,247	20
Remainder of Colony including Togoland	81,000	27	65,409	31	78,438	32
Ashanti	91,000	30	97,669	46	118,297	48
Total	300,000	100	210,663	100	246,982	100

In spite of intensive research no cure for the disease is known and no immune varieties of cocoa have been found ; efforts to control the disease have therefore been directed to preventing disease spread by removing all sources of infection ; this entails the destruction by cutting out of all diseased cocoa trees and of other trees which carry the virus and from which it may be transmitted to cocoa. The method of work is to examine every cocoa farm tree by tree, to cut out every diseased tree, and to re-inspect the surrounds of every disease outbreak monthly in order that any further trees developing symptoms may be similarly and promptly destroyed. Farmers are paid compensation for the loss of the crop which the diseased trees would have borne before their death from the disease ; substantial grants are also given to assist the replanting of cocoa to replace the trees lost. Payment of these individual grants entails much laborious measurement, mapping and recording of all diseased farms and trees.

The start of large-scale control measures was delayed by war conditions, and the campaign was subsequently hampered and at times almost disrupted by staff shortage and opposition on the part of the farmers. There has, however, been an improvement since the middle of 1952 and by the end of the year under review steady progress was being made. Farmers are now increasingly coming to realise that the future of the cocoa industry depends on effective control of the swollen

shoot disease. In Ashanti all known outbreaks have been initially treated. During the survey of large acreages of cocoa during 1953 only very few isolated outbreaks have been found. In the Western Region a considerable amount of disease continues to be found around Wiawso. In the Trans-Volta area, apart from two single tree outbreaks in the Jasikan District, disease has been found only around Kpeve. In the Eastern Region early in 1951 good progress had been made in isolating the area of mass infection and devastation, but a hold-up lasting some months resulted in very rapid disease spread in the area north and west of the heavily diseased zone. The task of control has consequently been made even more lengthy and laborious, but by the end of 1952 and during 1953 steady, though necessarily slow, progress was being made.

Within the area of mass infection and devastation itself some 31,500 farms, aggregating 63,600 acres of cocoa, were initially treated by the end of 1953. Up to the end of December, 1953, the initial treatment involved destruction of 9,496,865 trees found to be diseased at the time of initial treatment, and a further 5,436,258 trees were cut out on subsequent re-inspection. Many untreated farms had, however, already been replanted and swollen shoot had spread to the young trees.

Outside the area of mass infection and devastation, field staff engaged on the campaign to locate and deal with swollen shoot disease outbreaks had by the end of 1953 covered nearly nine million acres of land in which approximately three million acres were found to be carrying cocoa. The disease has so far been found and located in about 30,400 cocoa farms, involving the destruction of 9,699,716 trees up to the end of December, 1953.

During 1952 the payments to farmers whose diseased trees are cut out were increased and re-adjusted to give further encouragement to better methods of replanting wherever the disease is under control and conditions are suitable. Long-term plans for introducing heavy-yielding cocoa types and improved farming methods are being worked out as the results of the work done by the West African Cacao Research Institute and the Department of Agriculture become available. A number of cocoa stations are in course of establishment in various parts of the cocoa-growing area and more are envisaged. These stations will act as centres for the demonstration of improved methods and propagation of improved varieties, and experimental work of local significance. Nurseries of Amelonado seedlings for free distribution to farmers are established in all areas.

Food Crops

All food production is in the hands of peasant farmers. Estimates were made in 1950 of the land under the main food crops and the production of each. The acreages under each crop have not altered appreciably since that date and, although there is a seasonal variation in yield, it is thought that the estimates for that year

provide a fairly accurate picture of the position in 1953. These were :

<i>Crop</i>	<i>Thousands of acres under each crop</i>				<i>Production in thousand tons</i>
	<i>Colony including S. Togoland</i>	<i>Ashanti</i>	<i>Northern Territories including N. Togoland</i>	<i>Total</i>	
Maize	208	67	79	354	166
Millet	—	—	432	432	97
Sorghum	—	—	332	332	78
Rice	22	6	20	48	22
Plantain	245	68	—	313	1,256
Cassava	157	46	1	204	504
Cocoyam	155	45	—	200	510
Yam	31	58	59	148	474
Groundnut (seed)	3	22	111	136	29
Pulses	—	—	39	39	31

The Government has continued its policy of encouraging the increase in the volume and variety of locally produced foodstuffs with the aim of lowering the cost of living. The campaign to achieve this continued to be under the direction of the Food Production Commissioner. In addition, the National Food Board considers and advises upon problems of foodstuff supply. In respect of volume, the response has been creditable and a wide range of foodstuffs has been in adequate supply to meet the demand throughout the year. A lower incidence of maize rust assisted to maintain supplies of maize and prices of this staple fell considerably during the harvest period, to as little as 35s. per bag in some areas. As a whole, the level of food prices continued to fall during the year but not to a marked extent. This is not surprising as save in exceptional circumstances, foodstuff prices appear to be linked more with the cocoa price than with volume of supplies. The bulk purchase scheme continued to operate and made purchases of maize during the harvest season which were being advertised for sale at 71s. per bag at the end of the year.

The Department of Agriculture is sponsoring extension schemes dealing with mixed farming, poultry husbandry, pig fattening and the use of fertilizers. Following departmental demonstrations, over one hundred locally-owned rice-hullers have now been installed throughout the country. Also, with a view to extension work at a later date, the Department is conducting research into mechanised farming, the maintenance of fertility, the control of insect pests in growing crops and food stores, and plant breeding.

Other Crops

Other relatively important agricultural products are palm kernels, palm oil, limes, kola nuts, coconut oil, copra, shea butter and coffee. Minor crops are rubber, cotton and fibres.

The oil-palm belt lies in the transitional forest zone where the true forest merges into the thicket and grassland which fringe the sea coast. The palms in the true forest are usually associated with human habitations and farms. Every year large numbers of palms are destroyed in the extraction of palm wine which is a source of considerable revenue to the owners of palms. In spite of this the industry shows little sign of further decline ; greater attention is now being given to its expansion and several nurseries of improved types have been established. Extensive use is made within the country of palm oil, which is extracted by hand. Palm kernels still form an item of export amounting in 1953 to 7,001 tons, valued at £409,798. Most of the oil extracted for export is produced by a long-established firm which owns a factory and plantation in the south-west corner of the Colony. The total quantity of oil exported during 1953 was 420 tons valued at £26,245.

The internal trade in citrus fruit is considerable, but only limes and lime products are exported. The lime industry is centred near Cape Coast and the 2,000 acres of African-owned lime orchards in that area supply two factories of a well-known manufacturing firm. Of recent years an occurrence of a die-back disease of limes, now known to be caused by a virus, threatened the industry with ruin. Its rehabilitation through replanting with limes budded on rough lemon stock is now well advanced. The value of lime fruit and juice exported during the year was £12,587.

The kola nut is indigenous to Ashanti and trade in the product is entirely in the hands of small individual traders and farmers. Formerly a large proportion of the crop was exported to Nigeria but nowadays the main trade is overland to the territories north of the Gold Coast. Recorded exports were 5,670 tons valued at £388,401.

Coconut cultivation is an important occupation along the coastal strips in the west and east of the Colony. The west, with a higher rainfall, seems better suited to the crop and, in recent years, expansion has been much more rapid there than in the eastern area. In the east, the incidence of an unidentified wilt condition has assumed serious proportions during the past few years and the plantations have also suffered from frequent droughts. A considerable proportion of the coconuts are used for their "milk", which is a very popular drink, and oil is also extracted from fresh nuts by primitive methods. Exports of copra during 1953 fell to 1,959 tons valued at £186,473 ; the main reason for the decrease being that copra from French Togoland was no longer brought by producers to markets in the Gold Coast.

The shea tree, which is widely distributed over the Northern Territories, produces a nut the kernel of which yields the shea butter used extensively by the local inhabitants for cooking, lighting and anointing the body. The industry is almost entirely in the hands of women. The scattered distribution of the trees makes the cost of primary collection very high and shea butter is not an important product for trade. At the instigation of the Agricultural Produce Marketing Board a few tons of shea nuts were processed and sent to the United Kingdom for refining. The result of a local refining test was quite

satisfactory, though the problem of eliminating odour and taste without at the same time impairing storage quality has still to be overcome.

There are six Para rubber plantations in the Colony, growing about 3,500 acres of rubber, and between them they exported 334 tons of rubber during the year. The acreage of modern high-yielding clones is negligible, but with the relaxation of export restrictions in the Far East a start has recently been made with the introduction of improved clonal material from Malaya.

The most recent estimate indicates that there are about 3,800 acres of coffee, mostly "Robusta", in the country, of which the greater proportion is in Southern Togoland. At the end of 1952 the f.o.b. price paid to licensed buying agents had been doubled, so that during the year it was £250 a ton for fair average quality. Even this increase left an unfavourable disparity between British and French prices and most of the crop continued to be smuggled into neighbouring French territories for sale. Forty tons valued at £9,978 were exported by the Agricultural Produce Marketing Board.

Research into the growing and retting of fibres was continued by the Department of Agriculture. Investigations are also being made into the cultivation of imported varieties of sugar cane, tobacco, bananas and pineapples as well as other crops. This is being carried out to test their suitability either for meeting internal needs or for export.

During 1953, the Produce Inspection Division of the Department of Agriculture was transferred to the Ministry of Commerce and Industry. Thus the Department now comprises three Divisions :

- A Division which is concerned with the improvement and development of all agricultural products except cocoa ;
- B Division, which is concerned with the cocoa industry including the cocoa survey and the control of swollen shoot disease and the replanting of disease-devastated areas ; and
- C Division, which is concerned with the finance of the Department, which is self-accounting.

The establishment of senior staff in the Department responsible to the Director numbers 307.

MARKETING ORGANISATIONS

Both the Cocoa Marketing Board and the Agricultural Produce Marketing Board had a satisfactory year.

Cocoa Marketing Board

The functions of this Board are defined as follows : "It shall be the duty of the Board to secure the most favourable arrangements for the purchase, grading, export and selling of Gold Coast cocoa, and to assist in the development by all possible means of the cocoa industry of the Gold Coast for the benefit and prosperity of the producers." Buying is carried out by the Board's licensed buying agents, including one agent, the Cocoa Purchasing Company, which is owned by the

Board itself. Selling is done through the Cocoa Marketing Company, which is also a subsidiary of the Board.

The assets of the Cocoa Marketing Board on 30th September (the end of the crop year 1952-53) were valued at £78·3 million. The cost of the crop was £35·2 million, export duty amounted to £16 million, and transport expenses were £1·1 million. There was a gross surplus on operations of £4·8 million. The Board was thus again able to allocate money for projects of benefit to cocoa producers, namely the awarding of scholarships, the construction of feeder roads and other local development works in cocoa-growing areas and, most important by far, the rehabilitation of areas affected by swollen shoot, the annual cost of which comes to over £2 million. The Board has also taken over the responsibility of providing loans to cocoa farmers for various purposes, principally the redemption of debt, and £0·8 million was allocated to this purpose in 1953.

During the 1953 mid-crop season a price differential was temporarily introduced, 72s. per load being offered for Grade I and 67s for Grade II. For the main-crop 1953-54 the Board reverted to the former practice of offering a single price of 72s. per load for both grades.

Agricultural Produce Marketing Board

This Board functions on the same lines as the Cocoa Marketing Board. Trading results for the year showed a surplus in respect of both palm kernels and copra. Owing to the high prices paid in neighbouring territories the Board was offered very little coffee nor did it, during the year under review, handle any sheanuts or groundnuts.

The assets of the Board on 31st December stood at £595,093. The cost of purchasing the crops was £398,022, transport expenses came to £31,997 and there was a gross profit on trading of £130,159. For the coming year, the producer price for palm kernels is to be raised from £29 17s. 4d. to £31 14s. 8d. per ton, and that of copra from £40 to £44 per ton. A slight increase has also been made in coffee prices for the remainder of the season, which ends in mid-1954.

AGRICULTURAL DEVELOPMENT

The Agricultural and Fisheries Development Corporation

This Corporation has similar functions to those of the Industrial Development Corporation, though in the agricultural sphere. It is also similarly financed, but its progress has been slower ; up to the end of the year under review some £87,000 had been spent.

A subsidiary of this Corporation, namely the Gonja Development Company, was set up in 1949 to carry out a mechanised agricultural pilot project covering an area of approximately 32,000 acres at Damongo in the Northern Territories. Modern methods of agriculture require capital expenditure on mechanical equipment, improved water supplies and soil conservation measures which the small farmer is unable to provide for himself. This is one aspect of the scheme ;

another is the development of food supplies which will become increasingly important as industrial development proceeds in the south of the country. A third aspect is to find a means of providing mechanical equipment and improved essential services for small farmers settled on individual holdings in village groups, while not deterring them from increasing their incomes by their own efforts. For some years to come all these aims must be regarded as experimental, though progress made up to date has been encouraging.

On 31st March, 1953, the development account of the Company stood at £220,000. Fixed assets amounted to £579,000 and current assets to £229,000. The former were mainly made up of plant and machinery, roads and buildings ; such an investment, though large, is by no means excessive when it is remembered that the project is situated in a practically uninhabited area, possessing poor communications and at a considerable distance from the main centres. The latter consists mainly of amounts due to the Company in respect of work carried out by it as contractors for road building, land contouring, etc. These contracts have enabled the Company to spread the heavy overhead cost of the machinery which had to be purchased for agricultural purposes, and enabled the Government to carry out development works in the north which would otherwise have been impossible.

The cultivated area at the end of 1953 was 2,060 acres and the cleared (including cultivated) areas was 3,800 acres. Crops tried up to date have included groundnuts, rice, tobacco and sorghums. It is not intended to clear and bring the whole area of the estate under cultivation forthwith, since the area already cleared provides sufficient room for experiments, which will have to be continued for some years before a further advance can usefully be made.

Land Planning

In many areas of the Northern Territories problems of soil erosion and deterioration are of major concern. These problems are particularly acute in the Navrongo and North Mamprusi areas and, to a lesser extent, in the Lawra district of the north-west. In these areas, originally comparatively fertile and well watered, the population has increased and now presses on available resources. The problems are rendered more intractable by the presence of the disease onchocerciasis in many neighbouring areas into which the surplus population could expand. This situation is being tackled by a joint effort of the Government Departments concerned, in consultation with the local people, with the object not only of conserving the arable land capable of sustained production, while allocating the remainder to other uses such as grazing land or woodland, but also of developing the other facilities needed by the community, such as communications, water supplies and a more intensive agriculture. This organisation, now put on a statutory basis by the Land Planning and Soil Conservation Ordinance, 1953, consists of Area Land Planning Committees whose functions are to survey and prepare a land utilisation plan of the areas under consideration and then to be responsible for the execution of

the plan. A Central Co-ordinating Committee supervises and co-ordinates the activities of the area committees.

Progress during the year was largely concentrated in the Bumbugu area where a heavy earth-moving machinery unit, operated under contract by the Gonja Development Company, carried out most of the work during the first half of the year. Experience with the heavy equipment was not entirely satisfactory and its use was not continued during the latter part of the year while the method of its operation was under review. Nevertheless, a total of 186 miles of contour terrace was constructed and 63,000 cubic yards of earth moved to construct four dams. An additional four dams were built by hand. In the Dedoro-Tankara and Wiaga areas, a total of 25 dams has been constructed. No major earth-works have been constructed in the other planning areas—Frafra and Tamne in the north-east and Kamba in the north-west. Other activities have included the laying out of irrigated rice fields and vegetable plots, the fencing and planning of grazing areas, the planting of trees and protection of forest reserves, the encouragement of fish breeding, and the provision of access roads and wells. A beginning was made with the resettlement of Frafra by demarcating and clearing farms on an area of about 200 acres in South Mamprusi. The labourers for clearing were recruited from the Frafra area and it was hoped to select the settlers from among these labourers. Unfortunately this intention was not realised and the majority returned to Frafra for the cropping season.

In addition to the normal district staff of the Forestry and Agricultural Departments, two fully qualified Soil Conservation Officers and four Development Officers are at present employed exclusively on this work. Vacancies exist for a further three Soil Conservation Officers and two Development Officers.

A sum of £900,000 was originally included in the Development Plan for soil conservation and land planning in the Northern Territories. Application was made for a Colonial Development and Welfare grant of £474,600 to cover the cost of equipment and operations until 1956. The application has been approved.

PRODUCE MARKETING CO-OPERATIVES

The co-operative movement in the Gold Coast has three main spheres of activity, marketing, banking and consumer stores, each with its own central organisation, the Co-operative Marketing Association, the Co-operative Bank and the Co-operative Wholesale Establishment (now in liquidation)*. The co-operative societies now have a total of about 39,000 members and co-operation plays an important part in the life of the community. In addition to the other central organisations there is the Gold Coast Co-operative Federation, a non-trading organisation principally concerned with co-operative education and propaganda. It is hoped that it will gradually take over the functions of advising and supervising societies and the audit of accounts now

* These last two organisations are dealt with in Chapters 4 and 5 above.

undertaken by the Government Department of Co-operation. Among its other activities the Federation organised a rally in Kumasi attended by 6,000 co-operative farmers to celebrate International Co-operative Day. The Federation finances the publication of a monthly review, "Co-operative News". It also paid the cost of courses abroad of three co-operative employees and of study tours for two prominent co-operators. Four officers of the Department of Co-operation also went on courses or study tours.

The co-operative societies are at once producers of cocoa and licensed buying agents, and the Gold Coast Co-operative Marketing Association is now one of the principal purchasing agents of the Gold Coast Cocoa Marketing Board. During the season ending March, 1953, it marketed 47,423 tons of cocoa valued at approximately £7 million, the highest it has yet achieved. This was the produce of 291 cocoa marketing societies, with a membership of 26,287, and it represents 19·5 per cent of the year's cocoa production in the Gold Coast. Other crops such as coffee, copra, citrus fruits and vegetables were marketed in small quantities. The total paid up share capital of the marketing societies as at 31st March, 1953, was £332,119. The statutory reserve fund of these societies, together with those of the unions and the Association, came to £134,463, while other reserves were £78,803, a grand total for shares and reserves of £545,385. The cocoa marketing primary societies issued £294,000 in loans to their members during the year of which £270,000 had been recovered by the close of the financial year.

In the Northern Territories the Kusasi Agricultural Development Committee functions as a co-operative society. Its main objects are to encourage mixed farming in the populous Kusasi area and to assist the farmers in marketing their crops, chiefly groundnuts. The society was established with an initial capital of £10,000 provided partly by Government and partly by the local authority, but members are also encouraged to raise their own capital. The cost of the bullocks and ploughs issued to members is recovered from the sale of their groundnuts and profits are distributed as a bonus on produce. The scheme has made a satisfactory start and the indications are that this form of co-operative enterprise will prove popular in the north.

LAND UTILISATION AND TENURE

The principal crops of the Gold Coast are as follows :

Northern Zone : Yams, millet, guinea corn, maize, rice, cowpeas, groundnuts, "Frafra potatoes" (coleus), "neri" (cucumis melo) and shea.

Forest Zone : Cocoa, oil palms, coconut palms, citrus, coffee, plantains, yams, cassava, cocoyams, maize, rice and groundnuts.

Dry coastal Zone : Coconut palms, cassava, maize, groundnuts, cowpeas and Bambarra "beans".

Estimates of the areas under each of the main food crops have been given above.

There are two distinct systems of land administration in the Gold

Coast. In the Colony, Ashanti and the Southern Section of Togoland, except for a very small area, all land is claimed by the Stools or families or individuals. All Stool lands, other than those of family stools, are managed by Local or Municipal Councils. Revenue from such lands is collected by those councils, who pay a proportion of the income to the Stool. Any dealings in such land require the consent of the appropriate Local or Municipal Council and also of the appropriate State Council. In the Northern Territories and Northern Section of Togoland on the other hand, by virtue of the Land and Native Rights Ordinance, all lands were declared to be native lands and, apart from land to which valid titles existed at the date of the Ordinance (1927), all such lands were placed under the control and subject to the disposition of the Governor, to be held and administered for the use and common benefit of the peoples of the Northern Territories.

Land required for the public service in either the Colony, Ashanti or Southern Section of Togoland is acquired by the Government either by voluntary negotiation or by the use of the compulsory powers conferred by the Public Lands Ordinance (if a freehold title is required) or by the Public Lands (Leasehold) Ordinance (for terms of years). In every case compensation is payable. The compulsory powers conferred by these Ordinances may be used for the acquisition of land for Local, District, or Municipal Councils. In the Northern Territories and the Northern Section of Togoland, land required for Government use is appropriated under the Administration (Northern Territories) Ordinance. On 31st December, 1953, the Government held 166·418 square miles of land in the Colony, 84·510 square miles in Ashanti, and 49·795 square miles in the Northern Territories.

Grants by Africans of rights in land in the Colony, Ashanti and Southern Section of Togoland are regulated by the Concessions Ordinance, 1939. Broadly speaking this Ordinance, read in conjunction with Order in Council No. 9 of 1926, requires that any grant by an African of rights over land or over the minerals, timber or other products thereof shall be subjected to judicial enquiry if the area of the land granted exceeds five acres in the case of a grant to a non-African, or 25 acres in the case of a grant to an African. It is the duty of the Court at the enquiry to ensure that a just bargain has been made, and that the essential rights of Africans living in the area are protected. Such grants are limited by the Ordinance to terms of 99 years. On 31st December, 1953, 8,917 square miles of the Colony were the subject of concessions, and 3,438 square miles of Ashanti. There were no concessions in Togoland.

Grants for a valuable consideration by Africans of rights in land which they have obtained by customary law, free or for a nominal payment, require the consent of the appropriate Local or Municipal Council. Alienations of rights in land situated in forest reserves require the consent of the appropriate forestry authorities.

As mentioned above, the control of all land in the Northern Territories and Northern Section of Togoland is vested in the Governor by the Land and Native Rights Ordinance. Under this Ordinance the

Governor may grant rights of occupancy of land to Africans and non-Africans for terms not exceeding 99 years. A proportion of any rents received in respect of such rights of occupancy (not being less than one half) is payable to the local authority exercising jurisdiction over the area concerned. Prospecting for and mining minerals in the Northern Territories are regulated by the Minerals Ordinance which vests all minerals in the Crown. Any fees, rents or royalties received in respect of mining rights granted under this Ordinance would be dealt with in much the same manner as rents received in respect of rights of occupancy granted under the Land and Native Rights Ordinance ; but on 31st December, 1952 no mining leases were extant.

An additional control over alienation of land exists in Togoland under United Kingdom Trusteeship. By virtue of the Administration (Togoland under United Kingdom Trusteeship) Ordinance, it is unlawful for any native of either section, without the consent of the Governor, to alienate any interest in land in Togoland to a non-native of that section.

It is impossible in a short space to give a picture of the complexities which have arisen in the Gold Coast as a result of the impact of Western ideas and economic conceptions upon the various forms of customary tenure. Insecurity of title leading to involved and prolonged litigation has for many years been a serious obstacle to economic development. The Stool Lands Boundaries Settlement Ordinance is a first step towards the solution of this problem, since it provides an inexpensive means of defining Stool boundaries. Registration of title is the aim ; investigations into customary land tenure and inheritance have been carried out by the Lands Department, but further investigations are necessary and are being undertaken. Investigations are also being made into the possibility of evolving a form of registration of title based on the system now in use in the Sudan.

Chapter 7 : Social Services

EDUCATION

General

The second year of the implementation of the Accelerated Development Plan for Education began with a further large intake into primary class one. The enrolment in this class continued, in 1953 as in 1952, to be considerably in excess of the estimated six-year-old age-group (117,000 against an estimated age-group of 80,000). In order to provide the necessary accommodation, over 80 new approved primary schools were opened in 1953 ; this number included 12 schools situated in the Northern Territories. In the municipalities new classrooms were built with the balance of the special grant made available under the Accelerated Development Plan for Education, but, though the grant is exhausted, much additional accommodation is still required. Some new buildings were erected in rural areas as a result of local

effort, but in certain areas Local Authorities' financial difficulties restricted development.

The maintenance and equipping of school buildings in parts of the Colony Regions and to some extent in the Trans-Volta/Togoland Region, continued to suffer severely through the inability of the Local Authorities to meet these charges in addition to their share of teachers' salaries. In Ashanti, on the other hand, Local Authorities were able to provide grants for equipment in excess of the minimum rates required, and the primary and middle schools in that region were consequently better equipped than schools elsewhere.

The expansion of secondary education continued with the provision of more secondary day schools. But unless more graduate teachers come forward, it will be difficult to open any more of these schools for some time to come. Good progress was made with that part of the Plan dealing with the expansion of training-college facilities ; three new colleges, one of them a Government institution, were opened to train teachers for work in primary schools, while other colleges increased their enrolments. The output of trained teachers at the end of the year was well over one thousand, as compared with 712 in 1952. Pupil teachers attended first- and second-year classes under the in-service training scheme, and vacation courses were held. The first Emergency Training College in the country was opened by the Government in February, and began to provide intensive six-week courses for pupil-teachers.

All schools, whether administered by the Government, Missions or Churches or Local Authorities, are subject to the general control of the Government, in accordance with the provisions of the two Education Ordinances—one for the Colony and Ashanti and the other for the Northern Territories. It is intended, however, that the Local Authorities should in due course have considerable responsibilities in financing and organising primary and middle education. The Education Department is advised on matters of policy and administration affecting the Colony and Ashanti by the Central Advisory Committee on Education, the Ashanti Advisory Committee on Education, and, on local matters, by the District Education Committees. The Northern Territories Board of Education advises the Director of Education on educational policy in the Northern Territories.

A new District Education Office was opened at Keta, in the Trans-Volta/Togoland Region, and preparations were made at the end of the year for the opening of another District Education Office, at Hohoe, and for the opening of two new offices in the Northern Territories. The staffing situation of the Education Department remained acute throughout 1953, there being over 40 vacancies in the Education Officer grade. A considerable number of newly appointed Assistant Education Officers took up work in their districts early in the year. Their appointment resulted in the closer supervision of the work of pupil-teachers in the schools, the opening of new centres for the Saturday morning classes of the in-service training scheme, and an increase in the number of intensive vacation courses held for pupil-teachers.

A new Education Ordinance was prepared during the year and was discussed by the Central Advisory Committee on Education at its meetings in May and August. It is expected that the new Ordinance will be considered by the Legislature in 1954.

A list of approved text-books and school materials for use in primary and middle schools in 1954 was issued by the Education Department towards the end of the year. It was intended as a guide to the type, quantity and price of the books and other materials required by children in each class.

Copies of *African Education* were received from the Colonial Office during the year and were distributed to educationists for their study. This publication contains the reports of the East and West African study-groups of 1952, and the record of the Cambridge Conference on African Education.

Education Finance

The funds placed at the disposal of the Education Department have been spent on the general administration of the educational system and the maintenance of a number of Government primary, middle, secondary, teacher-training and technical and trade-training institutions. In addition, the full salaries of teachers in all approved non-government primary schools were paid from Government funds in the first instance, Local Authority contributions towards the salaries being paid to the Government during the year. In middle schools, Government grants cover the difference between fees and salaries in those opened before January, 1952, Local Authorities being responsible for the others. The provision and maintenance of buildings, furniture and school equipment became, after 31st March, 1952, the responsibility of Local Authorities. The entire recurrent cost of non-government secondary schools and teacher-training colleges in respect of the day element is now met by the Education Department (less a fee of £12 per annum per pupil in secondary schools), the recurrent cost of the boarding element being met by boarding fees. The full cost of buildings for higher institutions falls upon the Education Department's votes.

Expenditure incurred by the Department of Education in the financial year 1952-53 amounted to £3.8 million, almost double the figure for the previous year. In addition grants were made by the Ministry of Education and Social Welfare bringing total expenditure on education up to £7.3 million. These grants were £924,521 to the University College of the Gold Coast (of which £569,997 was for capital expenditure); £2,028,500 to the Kumasi College of Technology (of which £1,826,000 was for capital expenditure); £69,900 to Achimota School; and £467,382 on scholarships.

Primary and Middle Education

The medium of instruction for the six-year basic course is the vernacular, but all pupils receive a grounding in English sufficient to enable instruction to be given in that language in their further education, or, in the case of those who leave school, to enable them to

continue their interest in English reading. Experiments involving the use of English as the medium of instruction throughout the primary course were in progress in a number of schools in which the majority of the children spoke neither the language of the district in which the school was situated nor a common language amongst themselves.

The most recent statistics available show that some 80 per cent of the pupils leaving primary schools proceed to the four-year middle course, in which the medium of instruction is English. The curriculum of the basic and middle courses corresponds broadly with that of similar schools in the United Kingdom, but the importance of relating teaching to the circumstances and needs of the community is fully recognised and is reflected in the syllabuses of instruction. New syllabuses for language and arithmetic teaching in primary schools arrived from the publishers early in the year and were distributed to all primary schools and the appropriate teachers in training. These syllabuses were prepared by the Institute of Education, University College of the Gold Coast, with the co-operation of the Education Department. Syllabuses for other subjects are being prepared.

Special attention is given to the teaching of the vernacular, hygiene, crafts, agriculture, and, in the case of girls, housecraft, including nutrition and child welfare. A new syllabus for needlework in primary schools was issued towards the end of the year ; others for needlework and housecraft in middle schools were being printed.

The report by Professor Gurrey on his survey into the teaching and learning of English in the Gold Coast was printed and distributed to officers of the Education Department, to the staffs of training colleges and secondary schools, and to other interested persons and bodies. The report concluded that the standard of English teaching was generally satisfactory and indicated the lines on which further work was needed.

The total number of approved Government and assisted primary schools at the beginning of 1953 was 3,131*, and that of middle schools 704. The enrolment in the approved primary schools in January, 1953, was 372,379 (254,369 boys and 118,010 girls) and that in the middle schools was 88,600 (70,322 boys and 18,278 girls). Approved housecraft centres have been provided at 111 schools. There were thus 460,979 pupils enrolled in approved primary and middle schools at the beginning of 1953. As far as can be ascertained, private primary schools contained about 3,300 pupils, and private middle schools contained about 3,800 pupils.

Secondary Education

The expansion of the facilities for secondary education continued with the opening, early in 1953, of four new assisted secondary day schools. These schools opened in temporary premises with a single class each. All are co-educational institutions, though the enrolment

* It is regretted that the figure of 3,701 approved primary schools given in the 1952 Report was inaccurate. Reliable statistics obtained some time after the writing of the Report indicate that the figure should have been about 3,050.

of girls is small compared with that of boys. Owing to cuts made in the funds available for capital development in the Education Department, the erection of permanent buildings for two of these new schools (and also other educational institutions) has had to be postponed. The new secondary schools opened in 1952 admitted new classes and the total enrolment of the 30 assisted secondary schools (including the ten schools receiving Government aid in the form of "encouragement") rose to 6,066 in 1953 (5,173 boys and 893 girls). The proportionate intake of girls was higher in 1953 than it was in the previous year. Many scholarships and bursaries of four or five years' duration were awarded from Government funds to pupils at secondary schools.

In December, 1953, these schools presented 1,398 boys and 108 girls for the School Certificate Examination of the Cambridge Local Examinations Syndicate. On the results of this examination, 508 boys and 74 girls were awarded certificates. In addition, 47 candidates sat for the Cambridge Higher School Certificate Examination; 38 were successful, including three girls, and 29 of these gained exemption from the University of London Intermediate examinations.

Good progress was made with the new buildings for Prempeh College and Opoku Ware School, two boys' boarding schools in Kumasi. At Aburi the girls' secondary school was due to move into its new permanent buildings early in 1954, while at Mawuli School, Ho, tenders were invited for the final phase of the building programme.

Zion College, an "encouraged" secondary school at Anloga, suffered the partial destruction of its buildings during civil disturbances in January; later in the year the school was re-established in temporary quarters in Keta.

Trade and Technical Education

At the beginning of the year 51 boys were admitted to the Government Secondary Technical School, Takoradi, to take the new five-year course leading to the Overseas School Certificate. The name of the school (formerly the Government Technical School) was enlarged by the addition of the word 'Secondary'; this change emphasises the new function and importance of this institution. The enrolment during 1953 was 238, including 31 handicraft teachers-in-training who were completing their four-year course. No new intake of specialist teachers of this kind was admitted in 1953.

The names of the three Trade-Training Centres at Asuansi (Colony), Mampong (Ashanti) and Tamale (Northern Territories) were changed to "Government Trade Schools". The total enrolment in these institutions rose from 262 in 1952 to 349 in 1953, the number of new admissions in January, 1953 being 111; and 42 pupils completed their courses and went into industry or Government employment. Government Trade Schools provide four-year post-middle courses in carpentry and joinery, building and metalwork.

Work began late in the year on the construction of Kumasi and Takoradi Technical Institutes, and it was arranged that full-time classes should begin in 1954. At the Tarkwa Technical Institute, six

further intakes of mining apprentices were admitted for short courses of approximately six weeks each, while in January 67 boys were enrolled in the new full-time trades courses (of three years' duration) in the mechanical engineering, electrical and building trades. The Accra Technical Institute offered a wider range of courses, including an evening course in accountancy, and progress was made towards the completion of the final plans for the erection of the permanent buildings. The total enrolment at the Accra Technical Institute during the year was 372, an increase of 73 on the previous year.

Training of Teachers

The accelerated programme of expansion of the facilities for the training of teachers which was begun in 1952 continued in 1953 with the opening of three additional Certificate 'B' colleges. The standard of staffing of these new colleges is a cause for satisfaction, in view of the difficulties that were mentioned in last year's Report. The enrolments of the new colleges opened in 1952 increased as other second intakes were admitted, and the class for women added to the existing Certificate 'B' college at Komenda was allowed to remain as a permanent additional enrolment* without prejudice to the eventual opening of a separate additional women's college. Building was in progress at the several sites where permanent accommodation was being provided for the first time, and extensions to existing quarters were completed at four colleges (including one women's college).

In addition to the principal general training courses mentioned in the 1952 Report, a course of further training leading to the award of Certificate 'A' was provided for certain Certificate 'B' teachers. One hundred and seventy nine men and 20 women, of whom all the men had three or more years' experience as trained teachers, were selected by competitive examination at the end of 1952 to attend this new two-year course for Certificate 'A'. This course began in 1953 in five selected colleges, in addition to the two which had previously provided a similar course for a small number of teachers.

At the end of 1953 there were five colleges offering Certificate 'A' courses, five colleges offering both Certificate 'A' and Certificate 'B' courses and fifteen colleges offering Certificate 'B' courses. One thousand two hundred and seventy nine students (776 men and 503 women) were taking Certificate 'A' courses and 1,660 students (1,332 men and 328 women) were taking Certificate 'B' courses. The output of trained teachers in 1953 was 1,108.

A considerable number of untrained (pupil) teachers continued to be employed in 1953. In order to equip as many as possible of these pupil teachers more adequately for their work in the primary schools, an Emergency Training College was opened by the Government at Saltpond in February. Sixty pupil-teachers at a time, drawn from all parts of the Colony and Ashanti, were given an intensive six-weeks course, designed to raise their standard of English (to which subject

* Thereby reducing at least temporarily, for statistical purposes, the number of teacher training colleges by one.

one third of the instruction on the course is devoted), familiarize them with the new syllabuses and relevant text-books, and improve their teaching methods. Towards the end of the year encouraging reports were received of the subsequent work of pupil-teachers who had attended such courses at Saltpond. A similar but considerably extended scheme (to be based on ten new emergency centres staffed by Assistant Education Officers) was planned to begin working in 1954. It was hoped to provide short intensive courses at the new centres for 3,000 pupil-teachers each year. Two other six-week residential courses for pupil-teachers were also held in the Sekondi district in 1953. Together with the courses at Saltpond they provided useful information concerning the content and scope of short periods of intensive training. While these short courses are not intended in any way to be a substitute for college training of the normal kind, they will be necessary for some time to come in view of the large proportion of pupil-teachers on the staffs of all primary schools.

Higher Education

Apart from the teacher-training colleges described above there are now two institutions of higher education in the Gold Coast—the University College of the Gold Coast and the Kumasi College of Technology.

The University College is governed by a Council consisting partly of academic and partly of lay members. An Academic Board consisting of all Heads of Academic Departments is responsible for the organisation and regulation of academic courses in the College.

The University College has the following academic teaching departments :

- Arts* : English, Classics, Economics, History, Mathematics, Theology, Philosophy, Sociology, Phonetics and French Studies.
- Science* : Botany, Chemistry, Geography, Geology, Mathematics, Physics, Zoology and Agriculture.

In addition there are an Institute of Education, a Department of Extra-Mural Studies and a Department of Archaeology.

The College prepares students for external degrees of the University of London and it will continue to do so until it becomes qualified to award its own degrees. The College has been admitted to the special relationship extended by the University of London to certain English and Colonial University Colleges. Under the scheme, the syllabus for London Degree Courses may be modified to suit local conditions and the Colleges takes part in the setting and marking of the examinations. Final approval of the courses and examinations rests with the University of London, who require to be satisfied on the qualifications of the teaching staff and the system of teaching.

The first Men's Hall of Residence was completed in 1953. It stands on the permanent site of the University College near Legon Hill, and has accommodation for 200 students and eight resident Fellows,

together with common rooms, chapel, library, dining hall, and tutorial rooms. Work has begun on the second and third Men's Halls of Residence, sited in the same general area. The second Hall is to have identical accommodation with the first, while the third is to be fifty per cent larger, giving a total accommodation among the three Halls of 700 students and 28 Fellows. Additional houses for Fellows and for officers of the University College generally are in course of construction near the Halls. A group of buildings for the Department of Archaeology was completed, and space has been provided in it temporarily for part of the National Museum. The main water reservoir on the university site was completed and work continued on the construction of roads and provision of main services. Temporary electricity generator stations were established, and work was begun on the main generator station.

On the Achimota site, where the bulk of the College is still housed for the present, the former "Engineering School" was prepared for occupation by the new Department of Agriculture, to which the first officers are being appointed. This Department has also been given the use of a new estate of 1,000 acres acquired on long lease by the College at Nungua for the purpose of developing a research agricultural station and farm, and work has begun on buildings there and on the preparation of the land and construction of a water reservoir; sample plantings have been made, and arrangements made for livestock. The other Departments of the College continued work in the temporary buildings at Achimota.

Now that sixth form courses are available at a number of other institutions the University College is raising the standard required on entry to that of the University of London. While this process is being effected there is of necessity some reduction in the annual intake. As a result, the total enrolment of students in October 1953 fell to 430, of whom 14 were women. Degrees in Arts or Science were obtained by 52 students in 1953, and Certificates in Education were awarded to 27 students in training as teachers. Post-graduate scholarships were awarded to four students for research in universities in the United Kingdom. Higher degrees (Doctorates of Philosophy or Science) were awarded by British universities to nine officers of the College.

Grants-in-aid for the College's recurrent expenditure over the period 1953-1958 were approved by Resolution of the Legislature, amounting to £3,000,000 over the quinquennium. Additional earmarked grants have been made for Economic Research, Extra-Mural Studies, and the National Museum. The Medical Research Council of Great Britain has continued to subsidise work on radio-active substances in the Departments of Physics and Zoology*.

The College of Technology is established on a large site near Kumasi granted by the Asantehene. Its functions are numerous and, as time goes on, they will change with the changing needs of the country. The

* Fuller details of the College's work are given in the Principal's Report on the University College 1948-52 and in the Annual Report for 1952-53.

essential purpose is to train a diversity of personnel required for the economic, educational and social development of the country ; and by training this personnel in a single institution, to develop an appreciation of a common purpose and to build up a common spirit of service to the country.

The following courses were in progress in December 1953 : Professional Engineering and Surveying courses (54 students) ; Professional Secretarial and Accountancy courses (48) ; Higher School Certificate courses in Arts and Science (54) ; Professional Pharmacy course (28) ; courses in farm mechanisation (in which the Ferguson tractor company co-operated) and for teachers of rural subjects for middle schools (31) ; two-year post-secondary teacher-training (111), specialist teacher-training courses in housecraft, physical education, music, and art and crafts (129).

During 1953 work on the College's permanent buildings progressed rapidly. The following buildings were in occupation or very nearly ready for occupation at the end of the year—engineering workshops and laboratories ; engineering drawing office and lecture room block ; general classroom block ; pharmacy and chemistry block ; sixteen senior staff houses, twenty subordinate staff houses and two hundred subsidiary staff quarters.

Progress was made with the installation of electricity, which should be available in all new buildings by April, 1954. A sum of £40,000 has been allocated for materials for a pipe-borne water supply.

Scholarships

Schemes for awarding scholarships for higher education and training have been in existence since 1944. At first the funds available were employed mainly to send students to the United Kingdom for higher education. Since the establishment of the University College of the Gold Coast and the Kumasi College of Technology it has been possible to undertake higher studies in the Gold Coast. In consequence a much smaller proportion of the number of scholarships awarded are now being granted for studies outside the Gold Coast. The total number of scholarship holders in the United Kingdom at the end of 1953 was 254, not including the 105 artisans undergoing technical training. Of the 131 students in the United States and Canada 11 were on full government scholarships and 37 were receiving ex-gratia awards.

The Legislative Assembly approved during the year a revision of the system of scholarships and bursary awards made by the Government, and the following three principles were enunciated :

- (i) The number of awards to be made will be determined by the recruitment needs of the Public Service and the Teaching Profession ; and, since those needs must be given priority in the public interest, awards will be confined as a general rule to candidates who will agree to accept appointment with, or will agree to return to, one or the other.

- (ii) Awards will be for courses available in the Gold Coast unless there are over-riding reasons why they should be given for courses overseas.
- (iii) The number of awards for each course will be determined in the light of the Africanisation programme, and the value of them will be graded according to the merit and means of candidates.

The following new awards are being made available in the financial year 1953-54 :

A. *Awards tenable overseas :*

- (i) up to 84 scholarships for degree and professional courses ;
- (ii) a sum of £4,000 available to the University College of the Gold Coast for post-graduate awards intended to reinforce the staff of that institution ;
- (iii) 12 scholarships of not more than £600 each for employees of municipal and local authorities ; and
- (iv) financial provision to meet the Government share of liabilities arising out of the acceptance of up to 13 awards from the United Nations U.N.E.S.C.O. and I.L.O. providing these fit in with departmental training schemes.

B. *Awards tenable in the Gold Coast :*

- (i) 69 awards for intermediate and degree courses at the University College of the Gold Coast ;
- (ii) 18 awards at the University College's Institute of Education ;
- (iii) 36 awards for engineering courses at the College of Technology ;
- (iv) 5 awards for surveying courses ;
- (v) 15 awards for commercial and accountancy courses ; and
- (vi) 170 awards for sixth form courses at secondary schools and the Kumasi College of Technology.

Total expenditure by the Government on scholarships in the financial year 1952-53 was £467,382.

In addition, scholarships have been awarded by the Cocoa Marketing Board, by the Railway Administration, by a number of local authorities, by the British Council and other bodies in and outside the Gold Coast.

West African Examinations Council

The West African Examinations Council was established by legislation in December, 1951, as a corporate body empowered to conduct such examinations as it considers necessary in the public interest in the four West African territories. A chairman and 15 members of the Council have been nominated by the Secretary of State and the West African Governments : the members represent the Universities of Cambridge and London and the West African University Colleges, Colleges of Technology and Departments of Education, and include four persons of public standing. Early in 1954 local committees of the

Council, set up in each territory to represent all branches of education, will elect a further 11 members.

The staff of the Council consists of a Registrar, six other senior staff and 35 junior staff. These are divided between the Gold Coast and Nigeria, offices in Accra and Lagos having been opened in September, 1952, and September, 1953, respectively. The Council's work covers a wider field than that of any similar body in the United Kingdom. One part of it is concerned with school examinations, and in 1954 the Overseas School Certificate will be awarded jointly by the Cambridge Local Examinations Syndicate and the Council. Under this arrangement the Syndicate retains the final control of the standards which ensure recognition of the certificate by Universities, but the Council has considerable scope in drawing up syllabuses and setting papers to meet West African educational requirements.

The open and limited competitions held on behalf of the Gold Coast Public Service Commission for entry into the Executive and Administrative classes form an important part of the Council's work. These are modelled on the examinations of the United Kingdom Civil Service Commissioners and are designed to test, at the appropriate level, candidates' powers of judgment and knowledge of current affairs. In addition the Council conducts a variety of examinations on behalf of other authorities ranging from external London degrees to examinations in stenography. Some of these examinations do not appear to be entirely suitable for West Africa ; the Council proposes to review the whole field and, where necessary, to introduce either examinations of its own or examinations conducted jointly by itself and the appropriate overseas authority.

The Council is charged by Ordinance to preserve the standard of existing examinations in all its work. It is concerned to assist teachers in developing the educational system rather than to dictate to them what those developments should be. As the number of experienced examiners in West Africa is small, the Council aims at making their services available as widely as possible and at training new examiners for the future.

PUBLIC HEALTH

Administration

The merging of the Medical Department with the Ministry of Health, as recommended by the Health Commission of the previous year, took place on 1st May, 1953. The process of re-organisation at the headquarters and in the regions has been consolidated and has resulted in more effective administration, particularly in personnel and accounting matters.

At the headquarters the Permanent Secretary is responsible for the execution of Government policy in the field of health, whether in the services maintained by the Central Government or in those carried out by local authorities or voluntary agencies. The Chief Medical Officer, of equal rank and status with the Permanent Secretary and also having direct access to the Minister, is the chief adviser to all Ministries and Departments on technical and professional matters concerning health ;

he is the head of the Government medical service and is also chairman of such statutory bodies as the Nurses Board, the Midwives Board and the Pharmacy and Poisons Board. Both the Permanent Secretary and the Chief Medical Officer have appropriate staff to carry out their functions and these staffs collaborate at all levels.

The Deputy Chief Medical Officer is stationed at headquarters and there are Principal Medical Officers also at headquarters and at Cape Coast, Kumasi and Tamale in charge of the health services in their respective regions. The health services of the Trans-Volta/Togoland Region are administered from Accra and will be administered from Ho when buildings under construction are ready and a Senior Medical Officer has been appointed.

Plans to re-organise the medical stores system were introduced during the year, and when established should result in a radical improvement of distribution. The Central Medical Store is now situated at Takoradi, the main port, and there is a Regional Store at Accra to serve the Eastern Region and Trans-Volta/Togoland Region as well as Accra. A start has been made on the construction of a new Regional Store at Kumasi to serve Ashanti, and a Regional Store will be built at Tamale to serve the Northern Territories. Three additional Medical Stores Superintendents had been appointed by the end of the year to give effect to the plans for re-organisation.

The Chief Medical Officer was awarded a Rockefeller Foundation Travel Grant and during his leave visited Canada and the United States to study questions applicable to conditions in the Gold Coast; in particular he visited the Tennessee Valley Authority's organisation in connection with the proposed project for impounding the waters of the Volta River for production of electric power and smelting of aluminium in the Gold Coast.

The Ministry of Health has been closely associated with the Preparatory Commission in examining the health aspects of the Volta River Project.

The policies adopted by the Government in the light of the recommendations of the Maude Commission of Enquiry into the Health Needs of the Gold Coast in 1952 continued as the basis of planning and execution of improved health services.

Staff and Services

The number of the main categories of medical and health staff are set out in Appendix VIII. In the senior ranks of the Government service, two Gold Coast men were appointed Principal Medical Officers, a specialist in anaesthesia assumed duty, and there were a number of changes in the holders of senior posts arising from retirement and replacement.

Child welfare clinics and ante-natal maternity services are maintained by the Gold Coast Branch of the British Red Cross Society at Accra, Sekondi, Kumasi, Cape Coast and Koforidua (all static) and five mobile clinics exist in various parts of the country.

Laboratory services are provided at all Government hospitals; the

central laboratory is situated at the Medical Research Institute, Accra.

Medical Field Units, with their headquarters at Kintampo in Ashanti, conduct campaigns against trypanosomiasis and yaws and epidemics as they may occur, e.g. cerebro-spinal meningitis and smallpox. Concurrently they conduct surveys of the incidence of disease in rural areas, administer treatment and promote health education. Their activities at present are largely directed towards improving conditions in the North where the need is greatest ; it is intended that they should be developed to cover rural areas throughout the country.

The programme of construction of new hospitals and other projects and of improvement to existing hospitals was accelerated, and the results will become apparent in 1954. The first phase of construction of the new five-storey Kumasi Central Hospital was nearing completion and the second phase was well advanced. New hospitals at Bawku and Wa in the Northern Territories were nearing completion and construction of the hospitals at Jirapa and Navrongo undertaken by the White Fathers Mission was well advanced. The new out-patients and administration block at Yendi hospital, also in the Northern Territories, was completed and occupied, and the replacement of the ward blocks by new buildings will follow. New wards at Sunyani hospital in Ashanti, Kibi hospital in the Eastern Region, Keta hospital in the Trans-Volta/Togoland Region, and Tamale hospital in the Northern Territories Region, a new out-patients and administration block including dental clinic and additional X-ray facilities at Sekondi hospital in the Western Region, and a new maternity hospital to be run by the English Church Mission at Mampong in the Ashanti Region were all nearing completion. The Government decided to embark also on a major reconstruction of the main hospital at Accra and architects were engaged ; the number of beds will be raised from 350 (including the present maternity hospital) to 500 and other improvements will be effected to make it suitable for use as a teaching hospital when the proposed Medical School is established. New Health Centres were brought into use at Asokori-Effiduasi in the Ashanti Region and at Bimbilla in the Northern Section of Togoland. Minor improvements were made to a number of district hospitals.

Spectacular progress was made in the construction of the Ankaful Leper Settlement near Cape Coast, where the headquarters of the Leprosy Service is also situated. New buildings formally opened by the Governor in November included an administration block, two hospital wards, an operating theatre, a treatment block and an all-purpose community centre. The treatment of out-patients with sulphone drugs was further expanded and by the end of the year more than 15,000 persons suffering from leprosy were being treated at 190 clinics throughout the country.

The tuberculosis specialist continued his investigations and a mobile mass-radiography unit to his specifications was ordered. He took over direction of treatment of tuberculosis patients at the main centres and introduced B.C.G. vaccination of nurses and of others who would benefit.

X-ray plants were installed and brought into use at the Dunkwa and Bolgatanga hospitals and a new plant was installed at the main hospital in Accra. Steady progress is being made in the extension of radiographic facilities.

Pathological services are being improved and extended in spite of the difficulties experienced in recruiting supervisory staff. A Blood Bank in Accra organised with the assistance of the Gold Coast Branch of the British Red Cross Society has enlisted the support of voluntary contributors, and in the light of experience this service will be extended when facilities permit.

The Government dental services are entirely manned by Gold Coast personnel ; the six dental surgeons already in employment all qualified in the United Kingdom and their number will be increased by two in 1954, including one Gold Coast lady also recently qualified in the United Kingdom. Static dental clinics are in operation at Accra, Sekondi, Kumasi and Tamale and a mobile clinic has been operating in parts of the Eastern and Western Region and in the Trans-Volta/Togoland Region.

All but three of the Government hospitals are now provided with one or more ambulances, and the remaining three will be supplied as soon as garages have been built.

Local authorities, especially in Ashanti, continued to expand the provision of dressing stations and maternity homes ; there is need for closer control of these and private facilities, and this is engaging the attention of the Government in the interest of improving services and reducing abuses.

The basic necessity of improved environmental hygiene in both urban and rural areas and the responsibilities of local authorities in this regard are inadequately recognised and steps will be taken to correct the neglect of this primary need.

The participation of Missions in medical work is expanding and is being encouraged as a policy of the Government where the Government itself is unable to provide the facilities required and in so far as the funds available for financial assistance permit. Mention has been made above of the hospitals being built at Jirapa and Navrongo by the White Fathers Mission with funds provided by Government, and of the maternity hospital being built at Mampong Ashanti which is to be run by the English Church Mission. Arrangements were nearing completion at the end of the year for a hospital to be built and run by the Seventh Day Adventists Mission at Mpraeso in the Eastern Region and another by the Ewe Presbyterian Mission at Worawora in the Trans-Volta/Togoland Region, both with financial assistance from the Government. In addition, grants were made to the Methodist Mission for medical work at Wenchi in the Ashanti Region, the Basel Mission for training of staff at their hospital at Agogo also in the Ashanti Region, the Salvation Army at Begoro in the Eastern Region and various Roman Catholic missions operating clinics in the Western and Eastern Regions and at Jirapa in the Northern Territories Region.

Diseases

Diseases of social importance include tuberculosis, yaws, syphilis and gonorrhoea, and those due to nutritional deficiency include kwashiorkor.

Certification of death is at present limited to registration areas, i.e. the main towns, but registration is to be extended progressively to rural areas through the agencies of local authorities.

The principal causes of death through disease are malaria, pneumonia and pulmonary tuberculosis.

The survey conducted by the team sponsored by the British Empire Society for the Blind to investigate the problem of onchocerciasis was carried out in the Northern Territories throughout the year, and the results are awaited.

Onchocerciasis presents a serious if but recently recognised hazard in the vicinity of fast running water, in which breeds the Simulium fly that transmits it. Two methods of attacking the fly were tried during the year ; the destruction of the adults by an insecticidal fog, and of the larvae by the introduction of D.D.T. suspensions into streams. The latter method seemed the more promising, and it was found that by careful adjustment of dosage the larvae could be killed without adverse effect on the fish. The technique of application is being further studied.

Investigations into malaria problems were carried out, principally in the Accra Region, by a Medical Officer of Health and an entomologist specifically seconded for the purpose. These investigations constitute an essential prerequisite to the application in local conditions of the lessons which may be learned from the experiments in malaria control being carried out under World Health Organisation auspices in the Ivory Coast, Nigeria and the Cameroons.

Mention has been made above of the work being undertaken under the direction of the specialist leprologist in combating leprosy and by the tuberculosis specialist in surveying the tuberculosis problems.

The Medical Field Units launched experimental treatment against yaws with penicillin in the hyper-endemic area around Yendi in the Northern Territories Region.

Training of Staff

There are as yet no local facilities for training students in medicine and in dental surgery ; selected scholars are sent overseas to obtain qualifications at Government expense and their number is supplemented by a number of private students ; there were 43 Government medical scholars studying overseas in 1953 and 54 private medical students.

The Pharmacy Department of the Kumasi College of Technology trains students for the examinations of the Pharmacy and Poisons Board ; those who qualify may be employed in the Government service or in industry and commerce or may set up on their own. Advanced training for a Bachelor of Pharmacy degree will be provided in the Gold Coast at a later date, but is at present obtained overseas,

and financial assistance is provided by the Government in deserving cases.

The training of an adequate number of qualified nurses is of primary importance to the expansion of medical facilities throughout the country and two categories of training by the Government are provided, the one at the Nurses Training College, Accra, for the more advanced qualification of State Registered Nurse and the other at six training hospitals for that of Qualified Registered Nurse. In addition, missions, mines and industry train pupil nurses for the examinations of the Gold Coast Nurses Board for the latter qualification. Steps were taken during the year to attract candidates of better quality for training in nursing, in particular from secondary schools. The response was greater than the facilities for teaching and availability of teaching staff could meet, and the campaign launched by a broadcast by the Minister of Health and by the issue of a descriptive booklet admirably prepared by the Information Services Department had to be curtailed, but will be re-opened at any time that it is required. The preparation of a feature film to be called "Theresa" was undertaken by the Film Unit of the Information Services Department to illustrate the life of a Gold Coast nurse from her training days to the exercise of responsibility in the higher posts. This is expected to be ready for showing in 1954 and will undoubtedly prove a strong attraction ; posters have also been prepared and are ready for exhibition when required.

The Students Nursing College at Accra is accommodated in excellent buildings, and a similar standard will be provided at the Training College which is being built at the new Kumasi hospital. Hostels and lecture rooms are to be built at the Sekondi, Cape Coast and Accra hospitals for female pupil nurses undergoing training to become Qualified Registered Nurses. There is accommodation for pupil nurses at Tamale hospital and a lecture room is being built at Bolganga hospital.

The emphasis on increased training of nurses has imposed a heavy strain on the tutoring staff, and although the staff situation had improved considerably at the beginning of the year, it has not been possible to fill the vacancies arising from the creation of new and additional posts to meet the needs of expansion. The two posts of science mistress at the Nurses Training College were filled.

The position in regard to midwifery tutoring staff has improved and two posts were filled during the year. Midwifery training continues to be provided at the school attached to the Maternity Hospital in Accra for those who have already obtained nursing qualifications and at the school in Kumasi for those who have had no other previous training.

The training of pupils in mental nursing has been gravely handicapped by the continued lack of suitable teachers ; seven nurses of Gold Coast origin are in consequence being trained in the United Kingdom.

Training of pupil Sanitary Inspectors for the R.S.I. qualification and refresher courses for older men continued at the School of Hygiene in Accra. The training is designed for the requirements of sanitation

in municipalities and for the more responsible supervisory posts. Training also continued at the schools in Kintampo and Tamale where the emphasis is primarily directed to a less advanced type of training which is adequate for the staffs of local authorities, in the smaller urban and in rural areas.

The courses for x-ray assistants at the main Accra hospital and for laboratory assistants at the Medical Research Institute were carried on on the same lines as in previous years.

HOUSING AND TOWN PLANNING

Housing

The Gold Coast, in spite of all its efforts to make up for lost time, still has a housing problem to solve. During the war years and the first few years after the war, lack of materials and staff hampered progress and, at the same time, the development of commercial, industrial and mining activities brought considerable inflow into the towns causing overcrowding and giving rise to social, hygienic and economic problems.

During 1953 the construction of housing expanded considerably owing to an improvement in the staff situation in the Department of Housing and the fact that materials were in easier supply.

In Accra, which in 1939 suffered from an earthquake, some 1,300 houses were erected as quickly as possible to replace those destroyed. A committee was formed for this purpose and continued to be responsible for this work during the war years. Of the 1,300 houses some 1,200 were small two-roomed houses which were capable of being converted to a larger type of more modern house, and work was started on their conversion in 1948.

Experiments are still being carried out in the use of local materials and in methods of construction, and it is hoped that these will prove of value for future Government development and for Local Councils and others who wish to undertake housing schemes both large and small. On most estates prefabrication has been introduced in the production of such components as doors, windows, window frames, etc. This materially reduces cost and with the revision of design and a high degree of standardisation, economies are expected.

An experiment was carried out at a fishing village which had to be moved to make way for the railway to be constructed to Tema Harbour. The Department of Housing laid out a new village and constructed the skeleton of the houses leaving the villagers to build their own internal walls and fit their own door frames, windows, etc. under the technical guidance of the Department. This experiment worked reasonably well.

In Accra the most popular type of converted house is undoubtedly the four-roomed and over 90 per cent of persons who have been offered converted houses have asked for this type. These houses consist of four rooms with a verandah and store, bathhouse, latrine

and cook house. On the other estates a standard design of three and two roomed cottages have been evolved and in addition a number of pairs of rooms have been constructed with communal ancillaries. This type of dwelling is very popular with the artisan class. All three- and two-roomed cottages are self-contained with their own kitchen, store and bath-house, but for single quarters and pairs of rooms communal bath-houses, latrines and cook houses are provided. All single quarters are now designed to enable them to be converted to double quarters quickly and cheaply.

All estates are laid out with a view to preventing overcrowding and creation of further slums, particular attention being paid to the planting of trees and shrubs not only to render the estates more attractive but also to give shade and prevent soil erosion.

Estates are laid out on modern town planning principles and are connected to the main thoroughfares. Access to individual dwellings is mostly by footpaths. The layouts take into consideration the necessity of recreational centres, playing fields, shops, market places, stations, etc. and areas are reserved for these purposes. There are public fountains at nearby points from which a constant supply of pure water is obtainable for domestic purposes and when an increased supply is available, it is the Government's intention to connect all houses and cottages of three rooms and over to the main supply. Where electricity is available, all types of houses and cottages, with the exception of pairs of rooms and single quarters, are equipped with supply of electricity and investigation is now going on as to the practicability of installing electricity in pairs of rooms and single quarters. A Rediffusion Service is provided on most estates and communal rediffusion speakers are installed in a number of positions on the estates.

In most estates the local authorities run a bus service to enable persons to get to their work quickly.

The housing estates in Accra are situated in East Christiansborg, South Labadi Road, Abbose Okai, Kaneshie, North-West Korle Gonno, West Korle Gonno, Chorkor and Sabon Zongo.

During the year under review, the Government continued the construction of housing estates at Tarkwa, Bibiani, Obuasi and Kumasi, and a start was made on a new estate in Cape Coast.

During 1953, 250 temporary houses were converted to permanent houses and a further 40 are nearing completion and 120 single quarters have been built in the Sabon Zongo. A start has been made on an extra estate at Cape Coast to consist of approximately 500 room units and it is hoped that this estate will be finished by the end of 1954. In Kumasi a new estate to consist of 143 two-roomed houses and 243 three-roomed houses is being constructed; work has progressed very satisfactorily and it is hoped that it will be finished by the middle of 1954.

It has been possible to make a start on an extension estate at Obuasi to consist of some 480 room units, mostly in two-roomed cottages and single quarters, and this estate is due to be finished by August or

September, 1954. The estate at Tarkwa is nearing completion, some 600 room units having been constructed in 1953.

The estate at Bibiani, which when completed will contain some 2,000 room units, is ahead of schedule ; during the year roads and drains and some 400 room units have been completed. This estate is due to be completed at the end of 1955.

As an experiment, a small order for prefabricated Swedish timber houses was placed, but these, erected in four areas, have not proved as cheap as it was first hoped owing mainly to the extreme accuracy necessary in the laying of the foundation and ant-proof guard.

A start has been made on schemes to build houses for hire-purchase, the period of repayment being between 20 and 30 years. Two small estates have been constructed, one of 17 houses at Fiankuma and one of 20 houses at Jacobu and a contract has been awarded and work has commenced on a scheme in Accra for 100 three-roomed semi-detached type houses, the first of which, it is hoped, will be ready for occupation by the middle of 1954. In addition the Department of Housing has constructed three prototype houses in order to test the reactions of future tenants to different designs.

Town Planning

Research and study into the principles and standards to be adopted in planning the new town of Tema has been followed by a master plan for the new town, the preparation of a detailed plan for the first community unit and investigations on the planning of the commercial area. In October the Tema Development Corporation was established. Schemes were prepared for portions of the housing areas including public buildings within the first community unit. Tenders for these schemes were called for. The initial labour force for the harbour construction will be housed in these areas.

In Togoland a town planning office was opened early in the year and preliminary investigations were commenced on the planning of Hohoe and Kpandu pending the completion of the surveys of these villages.

In the Northern Territories a plan and report have been drawn up for Tamale after local consultation. Preliminary survey work has been commenced at Yendi and a plan was prepared for Nalerigu after a survey had been made of the village.

In Ashanti preliminary investigations were commenced toward the end of the year on the planning of Sunyani which is growing rapidly. The villages of Nkwanta Esiasi and Nyinahin were planned in collaboration with the Department of Social Welfare.

In the Colony a plan was prepared for a new village at Akroso to rehouse those people who will be displaced when the railway linking the central line with the Accra-Kumasi line cuts through the present village.

Surveys of Peki Blengo, Nungua, Hohoe and Beposo have been completed and surveys are in course of preparation for Kpandu and Patriensa.

A scheme for the reclamation of a part of the lagoon at Keta is in

hand using a grant from town and country planning funds. The reclaimed area will provide further areas for development of the town which is extremely congested.

Statutory planning continues in the four major towns of Accra, Kumasi, Sekondi/Takoradi and Cape Coast. Through the grants of town and country planning funds to local authorities work has been carried out on the continuation of the construction of the Ring Road in Kumasi and the Adiembra Road in Sekondi. A roundabout was constructed at the Poasi and Hospital Roads junction in Sekondi. Town and country planning funds were also provided to enable a socio-economic survey of a slum area in Cape Coast to be carried out by the staff and students of the University College.

The town planning laboratory continued its work of developing the use of soil cement for building purposes. The use of this material is becoming more widely known and popular in the rural areas and is being used extensively in certain areas more especially in Togoland and in the eastern region of the Colony.

The testing of materials for major capital works and for the building industry throughout the country was continued.

SOCIAL WELFARE

The Plan for Social Welfare and Delinquency has received the approval of the Government as a training document for the use of the staff of the Department of Social Welfare and Community Development.

The 1953 course of training at the School of Social Welfare began in May for 24 students one of whom is to be an Industrial Welfare Officer in the Department of Public Works. The course has been modified to introduce students to the subjects for the London External Diploma in Social Studies towards which they (and others already in the field) would be expected to work progressively, on leaving the School. Seven junior officers of the Department proceeded to the United Kingdom for training during the year.

Social Welfare

The idea of neighbourhood centres or "settlements" is being gradually introduced into the community centre system. When this plan is fully realised, it is hoped that many of the Department's responsibilities and activities may be transferred to local neighbourhood centres, staffed by resident wardens who will be trained officers of the Department. These centres will provide ample opportunities for research and the study of local or special social problems and they will serve as the local centres for the administration of all personal and group welfare services, including day nurseries, clinics, clubs and committee work, night schools and recreational activities. Existing centres have continued their activities. The Accra Community Centre shows steady progress. Three centres in the Akwapim district are doing good work. A large new centre is under construction at Tarkwa and extensions have been added to that at Obuasi in Ashanti.

Existing day nurseries in Accra, Sekondi/Takoradi, Koforidua and Kumasi have continued their activities. The Obuasi nursery now has its own premises and a nursery opened at Cape Coast early in the year is making good progress. A second nursery has been opened on a housing estate at Kumasi and there are a number of small nurseries in rural areas mainly in Ashanti. It has been decided that the Gold Coast Coronation Fund will be devoted to the establishment of "Queen Elizabeth II Coronation Day Nurseries" and part of the fund has been set aside for the training of staff to run them.

Youth clubs in urban areas have increased in number, in particular in Accra, and attract an increasing membership. Lack of suitable voluntary leaders places severe limitation on programmes but it is hoped that this situation will improve.

Personal welfare services for the socially handicapped are available in Accra, Kumasi, Sekondi, Takoradi, Cape Coast and Koforidua and to a lesser extent in other towns. The use made of this service continues to increase. Particular success has resulted from the school welfare service which has been extended to additional schools in Accra and Kumasi and to others in Cape Coast, Koforidua and Sekondi.

The Department of Social Welfare maintains close liaison with voluntary organisations such as the Boy Scouts and Girl Guides Associations, the Gold Coast Society for the Blind, Child Care Society, Society of Friends of Lepers, Day Nursery Committees, the Gold Coast Youth Council (W.A.Y), Y.M.C.A., Y.W.C.A., the Boys Brigade and others. Many of these organisations receive grants to assist them with administrative expenses.

Local offices on which the field work in urban social welfare and delinquency is based are working in Accra, Sekondi, Takoradi and Kumasi. The integration of this work at field level is now complete.

Minor social surveys conducted by the Department's field staff during the year include destitution in the towns of Accra, Kumasi, Sekondi, Koforidua and Cape Coast ; prostitution in Kumasi ; school welfare services in Kumasi and a social survey of the mining community of Obuasi.

Probation and Delinquency

Three experienced Probation Officers have been seconded from the United Kingdom Probation Service to the Gold Coast service and have started a programme of in-service training for junior officers in the field. Work on the new Girls' Remand Home at Accra was completed : the Home has accommodation for 50 girls, with a wing for girls on probation.

The Industrial School at Swedru is full and two parties of boys learning trades worked on building projects.

The Cape Coast magisterial district has been opened as a probation area and one Probation Officer has been appointed to serve the Courts there.

During the year over 1,200 juveniles were brought before the juvenile

courts and other courts at Accra, Sekondi, Kumasi, Cape Coast, Swedru and Koforidua.

Probation work in the adult courts has extended and at the end of the year 120 young persons and 70 adults were on probation.

The Department of Social Welfare is now responsible for the after-care of both juvenile offenders and adult prisoners and has taken over the function of the Discharged Prisoners' Aid Society. Discharge Boards are in operation at all central prisons.

Mass Education and Community Development

On 1st January, 1953, the second intensive literacy campaign commenced in the Fanti region. Experience in the 1952 campaign had shown that the best campaigning period of the year, the period when the population was most stable, differed widely between the regions. It was decided not to repeat the wide publicity given to the 1952 campaign as constant repetition of propaganda might render it ineffective.

Courses for voluntary leaders were held in the Ashanti, Fanti and Trans-Volta Regions. Five thousand two hundred and fifty seven voluntary leaders registered and were trained in the Laubach technique of teaching literacy as well as class organisation. These voluntary leaders gave their services free of charge throughout the campaign. Three thousand three hundred and ninety-one literary classes were established with a total enrolment of 53,048 people registered as students. Twenty-one thousand and eight students achieved the Gold Coast literacy certificate by passing an invigilated examination, which included reading with comprehension and dictation.

A feature of this literacy campaign was the literacy kit. The kit comprised a primer, two graded readers, an exercise book, pencil and an attractive mass education badge, all contained in a stout envelope. The student paid two shillings and sixpence for the literacy kit, which is an economic price, and it ensured that each student purchased enough reading material to become literate.

At the conclusion of the literacy campaign literacy days were organised and literacy certificates were presented to those who had passed the examination. Badges of honour were presented to voluntary leaders.

In March the Institute of Education of the University College of the Gold Coast organised a ten-day course for the senior staff of the Department and a three-term course dealing in the main with construction work was organised at the College of Technology, Kumasi, for junior staff.

A visual aids section was set up during the year and with the assistance of the Gold Coast Film Unit is producing instructional films for use with the mass education cinema vans.

Throughout the year village project work was developed and the demand is now outstripping the technical assistance available. Again the demands from the villages were varied—ranging from street drains and improved water supplies to post offices.

The Rural Training Centre in the Northern Territories was completed and good progress made in the building of two further Rural Training Centres in the Trans-Volta and Fanti regions. The emphasis on child care and nutrition remains in the work with groups of village women. The quality of this work has improved during the year by the recruitment of specialised senior women officers.

During 1953 a new area of the Colony to the west of the Fanti region has been opened up for mass education. Staff have been recruited and trained and though statistics are not yet available for this region there is every indication of a successful start.

The vernacular newspapers continue to grow in popularity : published once monthly and sold at a penny a copy they have a total circulation of approximately 80,000 an issue. To aid in the problem of distribution three book vans have been obtained with Colonial Development and Welfare funds.

During the year under review the Mass Education section in collaboration with the Institute of Education of the University College of the Gold Coast completed a new method of teaching adult illiterates English. This method named "I will Speak English" is now being published.

In the Northern Territories village project work has been the dominating feature. Feeder roads and wells have been constructed with the aid of voluntary communal labour. In addition the staff have been working as an extension agency for other Government Departments.

Libraries

The work of the Gold Coast Library Board continued to expand rapidly during the year. Two new branch libraries were opened, one at Ho and one at Kpandu, and work was started on the construction of the first full-sized Regional Library in Kumasi. This will serve Kumasi and, through mobile libraries and book boxes, the whole of Ashanti. The addition of a reference library wing to the Regional Library has been made possible by grants from the Kumasi Town Council and the Commonwealth Education and Welfare Trust. Plans are in hand for a further Regional Library in Sekondi, and it is expected that work will be started shortly.

At the beginning of the year a publicity month was held to advertise the work of the Library Board. An illustrated booklet was distributed and a press conference held, numerous articles and editorials appeared in the local newspapers. Radio talks and talks to clubs, schools, social centres, etc. were given by members of the Library Board and by prominent members of the public. The response to the publicity was good, and resulted in a great increase in the use of the libraries.

Owing to lack of accommodation, a U.N.E.S.C.O. seminar on the development of public libraries in Africa which was to have been held in the Gold Coast took place in Nigeria. At the suggestion of U.N.E.S.C.O., however, many of the participants paid a visit to the Gold Coast prior to the seminar to study the library services, and

much of the work done at the seminar was based on the methods and organisation of the Gold Coast Library Board.

The two mobile libraries covered the whole of the Gold Coast and Togoland, and three or more visits were paid to most districts during the year. Over 25,000 miles was covered, and more than 18,000 books were exchanged.

Nearly 20,000 books were added to stock during the year, making a total book stock of more than 97,000 volumes.

The first fellowship to be awarded by U.N.E.S.C.O. to enable an indigenous inhabitant of a British African territory to carry out abroad a study in the field of librarianship was awarded to a member of the Library Board staff in September. Staff continued to take the English Library Associations examinations ; one was successful in passing the Fellowship and another the Associateship during the year.

Chapter 8: Legislation

During the year Her Majesty in Council made the Gold Coast (Constitution) (Amendment) Order in Council to empower the existing Legislative Assembly to make provision for elections to the legislature under the impending new constitution. By virtue of this Order in Council the Legislative Assembly, which had before it the report of the Commission of Enquiry under the chairmanship of Mr. Justice van Lare, passed the *Electoral Provisions Ordinance*, 1953. This Ordinance provides for the division of the Gold Coast and Togoland under United Kingdom Trusteeship into the 104 electoral districts, delimited by the van Lare Commission. The Ordinance also provides for the registration of electors, setting out the qualifications and disqualifications in respect of registration and voting, and for the combination of registers of Assembly electors with registers of local government electors. At the same time the Local Government Ordinance was amended with a view to assimilating as far as possible the qualifications and disqualifications of electors in local government elections to those of electors in Assembly elections.

Forty-two ordinances in all were enacted during the year. In the field of local government there were two ordinances of importance. The *Municipal Councils Ordinance*, 1953, established the four existing town councils as municipalities and, since previously they had each been established under a separate ordinance, the new enactment to a large extent standardised the law relating to them. Among the features of this Ordinance are provisions for the constitution of these municipal councils, for their duties and functions, the making of byelaws, financial powers, the levying of rates, the auditing of accounts, and provision for the management of Stool lands within the municipalities. The *Local Authority Police Forces Ordinance*, 1953, provides for the administration of local authority police forces as separate forces by the

Commissioner of Police as an intermediate stage in the implementation of the recommendation, made in a report by the Commissioner of Police for the City of London, that the local authority police should be assimilated into the Gold Coast Police.

Provision was made during the year, by the *Royal West African Frontier Force (Military Units) Ordinance*, 1953, for the incorporation in the Gold Coast Regiment of certain specialist units established under the Military Units Ordinance of 1942. The Governor is empowered by this Ordinance, with the sanction of the Secretary of State, to establish other military units as part of the Regiment or to disband any unit so established.

There were three ordinances of importance relating to finance—the *Excise Ordinance*, the *Local Loans Ordinance* and the *Loans (Premium Bonds) Ordinance*. The manufacture of cigarettes in the Gold Coast and the probability of the development of industries producing goods on which it would be desirable to charge excise duties rendered it desirable to introduce general excise legislation. The Excise Ordinance, 1953, made the necessary provision and at the same time imposed excise duties on cigarettes and beer, repealing the Beer Ordinance (Cap. 135). The Local Loans Ordinance, 1953, empowered the Minister of Finance, with the approval of the Legislative Assembly, to raise loans in the Gold Coast. This enactment provides that such loans will be managed by the Bank of the Gold Coast and contains general provisions for registration of loan stock and repayment. The Loans (Premium Bonds) Ordinance empowers the Minister of Finance to raise loans of £500,000 at such times as the Legislative Assembly authorises in registered bonds of a par value of £5 each. The bonds are to be redeemed at par after 10 years except for certain bonds to be drawn earlier. One hundred and forty-two bonds will be drawn each half year and will be redeemed at figures ranging from £1,000 to £25.

The Trade Unions Ordinance was amended during the year to remove the requirement formerly contained in the Ordinance that only members of a trade union could be appointed to the office of secretary or treasurer of the union.

Provision was made for the land planning schemes being carried out in the Northern Territories. The *Land Planning and Soil Conservation Ordinance*, 1953, authorised the establishment of committees empowered to preserve land from erosion, to reclaim land which is unproductive and to preserve the country's water resources.

Chapter 9 : Justice, Police and Prisons

JUSTICE

The Supreme Court of the Gold Coast was established by the Courts Ordinance of 1935 which repealed, replaced, or extended to Ashanti

and the Northern Territories many of the provisions of the Supreme Court Ordinance of 1876. The Supreme Court, as constituted by this Ordinance, consists of the Chief Justice and so many Puisne Judges as the Governor may appoint in accordance with the instructions of Her Majesty the Queen. The Chief Justice and Puisne Judges of the Supreme Courts of Nigeria, Sierra Leone, and the Gambia are also Judges of the Supreme Court of the Gold Coast. Supreme Court Judges sit at various places within the Gold Coast, discharging their duties within areas known as Judicial Divisions. The Chief Justice is president of the Court but his judicial powers are the same as those of the Puisne Judges of which there are at present nine.

The Supreme Court has in the Gold Coast the jurisdiction which Her Majesty's High Court of Justice exercises in England ; it has also all the powers of the Lord Chancellor, with full liberty to appoint and control guardians of infants and keepers of the persons and estates of lunatics. The law it administers is, subject to any other Ordinance granting or restricting powers, the common law, the doctrines of equity, and the statutes of general application which were in force in England on 24th July, 1874.

African customary law is, however, the basis of most legal relationships existing between persons, as it is of most domestic and contractual relations. Property, including land, is largely held in accordance with it. The Supreme Court is empowered to enforce its observance in cases where the parties are Africans and it is not contrary to justice, equity and good conscience, or to any Ordinance. Indeed, even where one party is not an African, the strict enforcement of the English law is not required where substantial injustice would be done. On the other hand where it appears that parties, even though African, intended the obligations to be governed exclusively by English law, the customary law is inapplicable.

This interpretation of the law, which has produced some interesting results, has occupied much of the time of the courts. Customary gifts of land, customary "death-bed dispositions" of property, and customary mortgages have received recognition. Squatting has, in certain circumstances, been held to result in a possessory title, although wrongful occupation of land for any period, however long, would not in customary law result in any title.

The Supreme Court on the criminal side administers the Criminal Code, a codification of the English criminal law, which requires that no one shall be liable to punishment save in accordance with its provisions or the provisions of some other Ordinance. The code, though enacted sixty years ago and amended occasionally, has stood the test of time remarkably well. Procedure is governed by the Criminal Procedure Code of 1935 : it follows in the main the principles of English law. Assizes are held quarterly.

Trial by jury is practised in criminal cases in the Colony and the Southern Section of Togoland. The Criminal Procedure Code (Cap. 10) provides that trials of all cases punishable by death shall be with a jury, but the Governor in Council may provide by Order for

trial by jury of any offence and he has in fact done so in the case of all offences punishable by imprisonment for life. All other indictable offences in the Colony and the Southern Section of Togoland are tried by the Court with assessors. Elsewhere all indictable offences are tried by the Supreme Court with assessors. In land cases a Judge of the Land Court may sit with assessors where he thinks desirable either generally or where a question of native customary law is involved.

Summary jurisdiction is exercised throughout the country by magistrates ; in some places by stipendiary District Magistrates and in others by Government Agents sitting as magistrates. Magistrates' Courts, like the Supreme Court, are constituted under the Court Ordinance. They are mainly occupied with offences punishable under the Criminal Code, but also hear cases of contravention of the Ordinances governing arms and ammunition, motor traffic, liquor traffic and other subjects. Stipendiary District Magistrates are empowered to impose sentences of imprisonment, not exceeding one year, and fines not exceeding £100. Government Agents may award six months and £50. Both may also hear civil suits for sums less than £150 and £100 respectively. There are at present 16 District Magistrates.

Juvenile Courts have been set up in Accra, Sekondi and Kumasi, where child delinquency constitutes a serious problem, and are composed either of three citizens selected from a panel of specially appointed Juvenile Court Magistrates or by a Stipendiary Magistrate sitting with two members of the panel. Juvenile Courts are not allowed to sit at the same place and time as other courts ; the public is excluded from their proceedings, and, where they exist, their jurisdiction is exclusive. Most members of the panels are Africans and some are women. These courts are empowered to place convicted youths in the care of a relative or other suitable person, or of a Probation Officer, or to send them to an industrial school or industrial institution. They may order the parents of the offender to pay a fine, or to enter into a bond to secure the good behaviour of their child ; they may also order whipping.

The proceedings in all these courts are conducted in or interpreted into English. Judges and counsels are robed as in England, and the opening of an assize is marked by traditional ceremony.

There are also Native Courts of various grades, exercising civil and criminal jurisdiction. These courts are traditional institutions which have been restricted, controlled and developed to meet the needs of the present day. On the civil side they enjoy exclusive jurisdiction in suits between Africans concerning customary rights in land and of succession to property, in claims arising out of customary marriages, and, within the limits of their powers (£100 in the highest grade), in personal suits. In urban areas most of the civil cases coming before the Native Courts concern debt recovery. Their criminal jurisdiction includes offences under a number of Ordinances, including the Criminal Code, and under local authority bye-laws, as well as a few customary offences.

Appeals from their orders lie to Government Agents sitting as magistrates, except in land cases where the appellate authority is the

Lands Division of the Supreme Court. In the Northern Territories land cases between chiefs and between chiefs and their subjects as well as land appeals, of which there are only one or two a year, are heard by the Chief Regional Officer's Court.

The table on pages 88-9 show the number of civil and criminal cases tried by all types of court; the volume of work performed by Native Courts indicates the large part they play in the life of the people.

The Commission set up under the chairmanship of Mr. Justice Korsah to examine the Native Courts system submitted its report to the Governor at the end of 1951, but the Government has not yet announced its policy in the matter. Meanwhile the local authorities which superseded Native Authorities have taken over the administrative duties which were carried out by the latter in connection with the courts. They receive the court revenue and provide buildings, equipment and staff.

In 1945 steps were taken to form a special division of the Supreme Court to deal with the problem of litigation over land. The original idea of specialist Land Court Judges has proved unworkable in practice, and all the Judges have now been assigned to this division in order that they may have the necessary jurisdiction to deal with the rising volume of litigation on this subject. This expedient has solved difficulties affecting the personal jurisdiction of the Judges, but the fact that jurisdiction in land cases is vested in a special division and not in the Supreme Court as a whole still complicates the general problem of jurisdiction.

Almost all titles to land are governed by native customary law. This, in the main, is still well suited to rural conditions, but a severe strain is put upon it when it is applied in urban districts to strictly defined plots with permanent buildings. The only urban area in which the position can be considered satisfactory is Kumasi, where a form of land registry has been established and the basic titles converted into leaseholds in English form.

Appeals from the Supreme Court also lie to the West African Court of Appeal. This Court, as reconstituted in 1948, has two whole-time members (the President and a Justice of Appeal) who are not Supreme Court Judges of any of the West African Territories, and who devote themselves wholly to the hearing of appeals. The Judges of the several West African Territories are, however, still members of the Court, which is normally constituted by the President, the Chief Justice or a Judge of the Colony where the Court is sitting and the Justice of Appeal. The headquarters of the Court is in Accra, but it also sits in the other West African Territories as occasion requires.

Little individual indebtedness can be ascribed to litigation before Native Courts, but land disputes between neighbouring states, villages or Stools, which are usually protracted and appealed to several Courts, entail the attendance of numerous witnesses and heavy expenditure in counsels' fees. The money for these forms of litigation, borrowed as usual at a high rate of interest, forms a debt for which all members of

the community who have a proprietary interest over the disputed area are responsible.

The Legal Practitioners Ordinance provides for admission, remuneration and discipline of legal practitioners, who are styled "Barristers and Solicitors", the profession being a joint one. Applicants for admission must either be English or Irish barristers or Scottish advocates (who must prove certain practising experience), or be English or Irish solicitors, or Scottish law agents. A solicitor must obtain a licence to practice, which is renewable annually. During 1953 70 practitioners took out licences, nine of whom had been admitted during the year. Of these, 63 were Africans and seven Europeans.

Barristers and solicitors have right of audience in the Supreme Court and in Magistrates' Courts but not in Native Courts. Their remuneration is settled by negotiation with their clients. A fee to cover the whole matter (exclusive of disbursements) is usually charged. Costs as between party and party are taxable by the Court, but the taxation only covers disbursements. The practitioners' fee may be fixed by the Court at the hearing.

POLICE

The Gold Coast Police Force has an establishment of 101 officers, 136 inspectors and 4,659 non-commissioned officers and constables. Twenty-four Africans are serving as officers of the Force and the training of inspectors for advancement to the officer grade is in progress. The Force is distributed between 149 police stations, posts and headquarters throughout the country. These figures do not include Local Authority police forces whose total strength is about 1,500 and which now are gradually to be brought under the control of the Commissioner of Police as a result of the Local Authority Police Forces Ordinance enacted during the year.

A branch of Women Police consisting of one n.c.o. and 11 constables is stationed at Accra and employed on duties connected with juvenile delinquency and offences committed by women.

The Force maintains a large fleet of vehicles, ranging from heavy lorries to motor cycles, which are stationed at the various provincial and district headquarters and at the major police stations. Maintenance and repairs are carried out by the Force Mechanical Branch at workshops at Accra.

All provincial and district headquarters (with the exception of the Trans-Volta/Togoland Region) are linked by wireless to Force Headquarters and in the towns of Accra, Kumasi, Sekondi, Takoradi, Cape Coast and Koforidua wireless patrol cars are in use.

The Force is divided into two main branches : the Escort Police and the General Police. The majority of the Escort Police are recruited from the Northern Territories, many of them are ex-soldiers. A large percentage are illiterates ; in the course of their initial training at the Depot and later when stationed at a Provincial Training Centre they receive education in elementary subjects. The Escort branch perform beat,

patrol and guard duties. The General Police branch which is slightly less in number than the Escort branch consists of literate members of the Force who are recruited mainly from the Colony, Ashanti and Trans-Volta/Togoland. In addition to normal police duties members of this branch of the Force are employed on clerical duties connected with the work of the Force.

The initial training of all recruits is carried out at the Police Depots at Accra and Elmina. A recruit course lasts for six months during which period the recruit is taught law, police and court procedure and general police duties : drill and physical training also form part of the training course as well as the handling and use of firearms.

Refresher courses are held regularly at all Provincial Training Centres. Promotion examinations are held half-yearly. During the course of the year 16 officers and 4 inspectors attended courses at the Police College and Metropolitan Training School in the United Kingdom.

Passport control and immigration is an important function of the Force. The extent of the work of this branch is shown by the following figures, those for 1952 being shown in brackets : passports issued 1,412 (1,301) ; travel certificates issued 5,216 (5,561) ; total arrivals (excluding West Africans) 14,179 (12,689) ; total departures (excluding West Africans) 12,018 (12,087) ; aliens registered 2,192 (1,583).

During the year 40,676 cases of crime and statutory offences, other than offences against the Motor Traffic Ordinance, were reported compared with 37,749 in 1952. One hundred and fifteen murders occurred as against 116 in the previous year. Reports of assault, housebreaking and larceny showed a slight decrease in comparison with previous years. Four hundred and eighty-seven cases under the Diamond Protection Ordinance were reported as against 664 in 1952.

The volume of traffic on the roads increased during the year with the result that the number of road accidents rose from 3,241 in 1952 to 3,783 in 1953. Arising from these accidents 1,548 persons were prosecuted and 1,427 convictions obtained.

The Railway and Harbour Police Unit formed in 1951 has been extended and now covers all the major ports and railway installations.

The Mounted Troop, the major portion of which is stationed in the Northern Territories, continues to provide a most useful means of patrolling the remote areas of the Northern Territories, and the smaller unit in Accra provides a guard and escort for the Governor on ceremonial occasions.

The cost of the Force for the calendar year amounted to £1,079,195, an increase of £56,242 over the previous year. In addition £153,120 was spent from Development Funds in providing modern police stations and improved quarters for the members of the Force.

PRISONS

There were 31 penal establishments under the control of the Prisons Department during the year, including five central prisons for men, one central prison for women, local prisons and a Borstal Institution. In

addition there were 27 prisons in the Colony and Ashanti maintained and administered by local authorities.*

All the central prisons and prison camps, the Borstal Institution and Warder's Training Depot are under the supervision of Prison Superintendents. The local prisons are supervised by Government Agents, assisted by staff warders who perform the duties of keepers of prisons.

The central prisons for men are at Accra—Ussher Fort and James Fort—and at Kumasi, Sekondi and Tamale. Central prisons receive all classes of prisoners irrespective of length of sentence. Local prisons for men receive all prisoners sentenced in the District but retain only those whose sentences are under two years : the others are transferred to central prisons where there are greater facilities for classification, training and trade teaching. All prisoners under sentence of death are transferred to Accra.

The prison camps at Ankaful and Maamobi accommodate selected first offenders with sentences varying from 18 months to life imprisonment.

The central prison for women at Sekondi accommodates all women prisoners who are sentenced to over one month. The local prisons for women are at Accra, Keta, Kumasi and Tamale. All officers at women's prisons are women.

The Borstal Institution at Maamobi receives lads between the ages of 16 and 21 years sentenced to detention there and, wherever practicable, lads of this age sentenced to imprisonment are transferred there.

Prisoners suffering from contagious diseases are transferred to the Prisons Department's contagious diseases hospital adjacent to Ankaful Camp where the services of specialists are obtainable.

At all prisons unconvicted prisoners are segregated from convicts and every facility is granted to those awaiting trial to prepare their defence.

The total number of prisoners admitted for penal imprisonment or detention during the year was 9,763. Of this number 37·77 per cent had previous convictions. Two thousand and sixty-three prisoners were classified as habitual criminals. The number admitted for confinement for debt was 83. The daily average prison population rose from 3,440 in 1952 to 3,543 in 1953.

Workshops and schools are provided in central prisons for the benefit of long-sentence prisoners who are encouraged to learn a trade and also, if illiterate, to learn to read and write. Every prison has a small library for the use of all prisoners. In some central prisons literate prisoners have formed readers' groups or circles. In men's central prisons the trades taught are carpentry, shoemaking, tailoring, blacksmith's work, weaving, basket- and chair-making, masonry and grass mat-weaving. Women in the women's central prison are taught soap-making, mat-weaving, twine-making, embroidery, knitting and sewing. Lectures are given on child welfare, hygiene and cooking.

The maintenance of all prison buildings is undertaken with prison

* A gradual reduction in the number of such prisons is taking place.

labour. The masonry and carpentry sections of the Prison Department's industrial branch were fully occupied during the year on building additional warders quarters, thus providing at the Borstal Institutions and elsewhere practical training for prisoners.

Farming provides employment at some prisons for short-term prisoners and this activity was expanded during the year. Crops to the value of nearly £7,150 were harvested and used as prisoners' rations. Two large farms are maintained—at Maamobi and Ankaful—and at these tractors and ploughs are used.

Popular games such as ludo, draughts and owari may be played in prisons. Educational films are shown at intervals by the British Council and at the larger prisons talks are given by lecturers from outside the prison staff. There are religious services in all prisons on Sundays and other appropriate days.

From 1st April the Discharged Prisoners' Aid Society was abolished and its responsibilities assumed by the Department of Social Welfare and Community Development. The agents of the society, renamed Assistant Welfare Officers, continued to work under the control of the new authority.

At every central prison there is a Prisoners' Welfare Board. The membership of each board now includes labour officers, private employers of labour and other selected members of the community. The Board interviews each long-term prisoner on admission and allocates to him a trade which he can master during his sentence. Each prisoner is again interviewed by the Board a month before he is released and his progress and conduct in prison reviewed. On discharge an Assistant Welfare Officer assists him to find a suitable job.

To foster the idea of self-help, any prisoner who learns a trade while in prison is encouraged to manufacture the tools he will require after release ; but basic tools which cannot be manufactured in the prison are supplied to him free of charge by Department of Social Welfare, whose staff, wherever possible, endeavour to ensure that the tools are put to good use. So far as is known this privilege has not been abused by any discharged prisoner.

All prisoners transferred during their imprisonment are provided on release with subsistence and transport to enable them to reach their home towns or places of committal. Transit hostels are provided at central prisons for the use of discharged prisoners returning home.

Visiting Committees inspect all prisons at regular intervals and provide valuable suggestions and advice. They also investigate reports on breaches of prison discipline by prisoners and award punishments, except in trivial cases which are dealt with by the prison authorities.

In spite of overcrowding, the discipline of the prisoners generally was better than the previous year. All prisoners now spend the daylight hours out of cells ; and at some of the central prisons, the final lock-up time is 8.30 p.m. The Borstal Institution, James Camp, central prisons for women and a few cells of the local prisons, including Ankaful Camp, are fitted with steel beds. The policy is to replace sleeping mats with beds in all prisons.

The spirit of the Borstal Institution remained at a high level. There are educational classes, and training is given in gardening, mechanised farming, building, carpentry, shoemaking, tailoring, and blacksmith's work ; gymnastics, physical training, scouting and religious training continue to be provided. For relaxation indoor and outdoor games are played and the Institution has its own drum and fife band. The atmosphere is as homely as possible.

The Institution is divided into two houses. Once a year an individual and inter-house athletic competition takes place on the Institution's playing field. Parents of the boys and members of the public are invited.

The Prisons Department, under the Director of Prisons, has an establishment of 24 other senior officers, 1,235 warders of all grades, 26 matrons and certain other staff. Recruits to the staff pass through the Warders' Training Depot. The number who successfully passed both parts of the course in 1953 was 251. This increase in trained staff made it possible to implement towards the close of the year the recommendation of the M'Carthy Committee that the 96 hours of duty per fortnight performed by the average warder be reduced to 86.

The Warders' Welfare Board met once at Accra during the year. In particular the shortage of quarters was raised and an assurance was given that strenuous efforts were being made to improve the position.

TABLE I — CASES DISPOSED OF BY COURTS IN THE GOLD COAST

A. Magistrates' Courts, Supreme Court and West African Court of Appeal (calendar year 1953)

	<i>Civil</i>	<i>Criminal</i>
(1) Cases disposed of in Magistrates' Court	3,924	41,632
(2) Appeals heard by Supreme Court	266	176
(3) Assize cases heard by Supreme Court	—	222
(4) Land cases heard by Supreme Court	149	—
(5) Other civil cases heard by Supreme Court	1,134	—
(6) Appeal cases heard by West African Court of Appeal*	112	81

B. Native Courts (financial year 1952-53)

	<i>No. of Courts</i>	<i>Civil</i>	<i>Criminal</i>	<i>Total</i>
Colony and Southern Togoland	179	21,347	31,168	52,515
Ashanti	86	11,957	17,422	29,379
Northern Territories and Northern Togoland	65	3,514	163	3,677
TOTALS	330	36,818	48,753	85,571

* Gold Coast cases only.

TABLE II—RESULTS OF CRIMINAL CASES HEARD BY THE SUPREME COURT AND MAGISTRATES' COURTS (calendar year 1953)

A. *Cases in which defendants were adults*

Total no. of defendants involved	53,302
No. of defendants found not guilty or discharged	4,585
No. of defendants found guilty	48,717
No. of defendants awarded imprisonment :	
Under 6 months	4,217
6 months—18 months	3,124
18 months—5 years	608
Over 5 years	46
No. of death sentences awarded	24
Persons awarded corporal punishment	1,022
Persons awarded fines	37,674
Persons receiving other awards (e.g. bound over)	1,982

B. *Juveniles*

Total no. juveniles tried	828
No. of juveniles found not guilty or discharged	65
No. of juveniles found guilty	763
No. of juveniles sent to approved institutions	185
No. of juveniles awarded corporal punishment	189
No. of juveniles placed on probation	130
Other awards made	259

Chapter 10 : Public Utilities and Public Works

ELECTRICITY SUPPLY

The Government's Electricity Department, which is responsible to the Ministry of Communications and Works, undertakes the supply of electricity to the public. The other main producers of electricity are the various mining companies which generate electricity for their own use. Electricity is supplied to the public at Aburi, Accra, Cape Coast, Dunkwa, Koforidua, New Tafo, Nsawam, Oda and Akim Swedru, Agona Swedru and Winneba, Sekondi/Takoradi and Tarkwa in the Colony, Kumasi in Ashanti, and Bolgatanga, Tamale and Pong Tamale in the Northern Territories. The plant at Bolgatanga started producing during the year. All the electricity undertakings have been well maintained and many major extensions have been made both to plant and the distribution systems.

Three additional sets of 850 kw. each were installed at the Accra power station and the erection of a fourth set is proceeding. The planning is in hand of a further extension to the Accra power station building to house two more generating sets of approximately 3,000 kw. capacity, to meet the increasing demand. Additional sub-stations have been erected and portions of the L.T. distribution system

have been reconstructed. A new modern runway lighting system at the Accra airport has been installed and was commissioned during the year.

Three additional 750 kw. sets have been erected and commissioned at the Sekondi power station and power is now available to meet all known requirements. Ancillary work for the new plant includes the installation of two additional fuel oil tanks and extensions to the cooling pond.

Two additional 294 kw. sets were also installed at Kumasi power station. Unfortunately one of these sets sustained damage due to lightning a short while after it had been commissioned, and the alternator was returned to the United Kingdom for repairs. Planning for a new power station adjacent to the old station has been completed and an order for two 1,250 kw. sets placed.

At Koforidua the change-over from D.C. to A.C. is 80 per cent complete. An additional 35 kw. set has been installed at Tamale to increase the station capacity to 170 kw.

Two generating sets have been erected at Keta, complete with their control panels, and construction work is in progress for the distribution system.

A preliminary survey has been made of the proposed Asamankese undertaking and arrangements are in hand to select a suitable site for the erection of the power station. Two 220 kw. sets have been transferred to Cape Coast from Accra and erection is in progress. Additional sets are on order for Sekondi, Tamale, Dunkwa, Oda and Swedru.

Plans are well advanced for the proposed undertakings at the new port at Tema. Three 650 kw. generating sets and all ancillaries have been ordered.

A notable event in the year was the completion of Electricity House, Accra, which has provided much needed accommodation and has greatly improved the working conditions for the staff of the Electricity Department in Accra.

The total number of units generated in 1953 by the Electricity Department was 43,951,277 which represents an increase of 19·6 per cent over the figure for 1952. Revenue rose by 18 per cent and there was a net increase of 1,417 in the number of subscribers.

WATER SUPPLY

The Public Works Department is responsible for the construction and maintenance of larger urban water supplies, while the Department of Rural Water Development is responsible for the construction of certain lesser urban supplies and all rural supplies. In many cases supplies constructed by the Department of Rural Water Development are handed over to local authorities for maintenance.

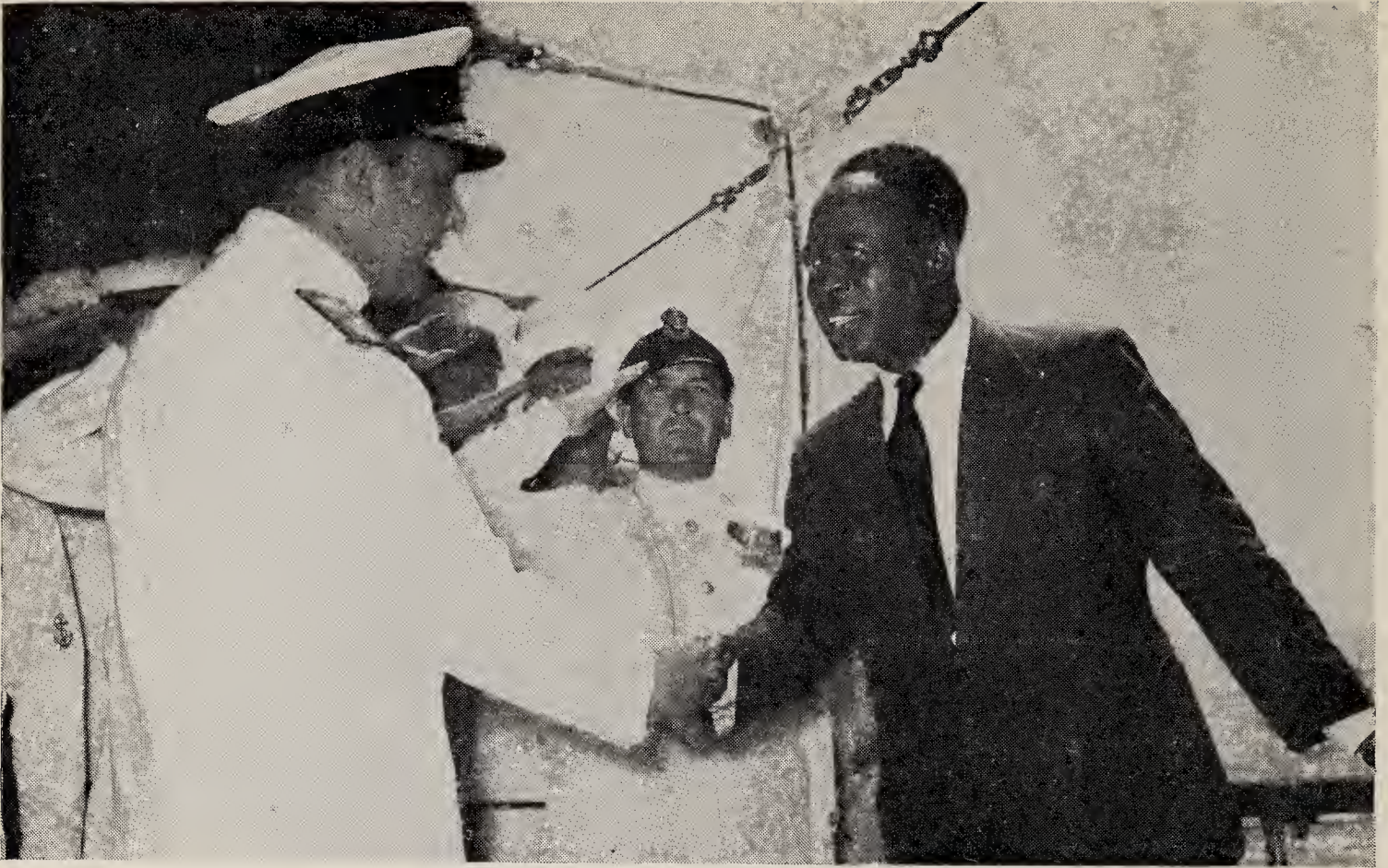
Work for the extension of the Accra supply has proceeded on the construction of a new mass concrete dam across the river Densu together with foundation work for a new five million gall./day pump-house. A 500,000 gallon reservoir has been completed at Nungwa for



HER MAJESTY THE QUEEN GREETES MRS. GBEDEMAH WITH
MR. K. A. GBEDEMAH, MINISTER OF COMMERCE AND INDUSTRY
(*centre*) AT THE GOLD COAST STAND, BRITISH INDUSTRIES
FAIR, 1953



GENERAL VIEW OF TAKORADI HARBOUR SHOWING LAND
RECLAIMED FOR NEW EXTENSIONS



THE PRIME MINISTER, DR. KWAME NKRUMAH, IS RECEIVED BY VICE-ADMIRAL SIR PEVERIL WILLIAM-POWLETT ON BOARD H.M.S. "EURYALUS" IN THE ACCRA ROADS



THE GOVERNOR GREETES CHIEFS OF THE NORTHERN TERRITORIES AT THE CORONATION DURBAR AT TAMALE



CORONATION DURBAR IN KUMASI

Otumfuo the Asantehene is seen with the Golden Stool of Ashanti and members of his retinue

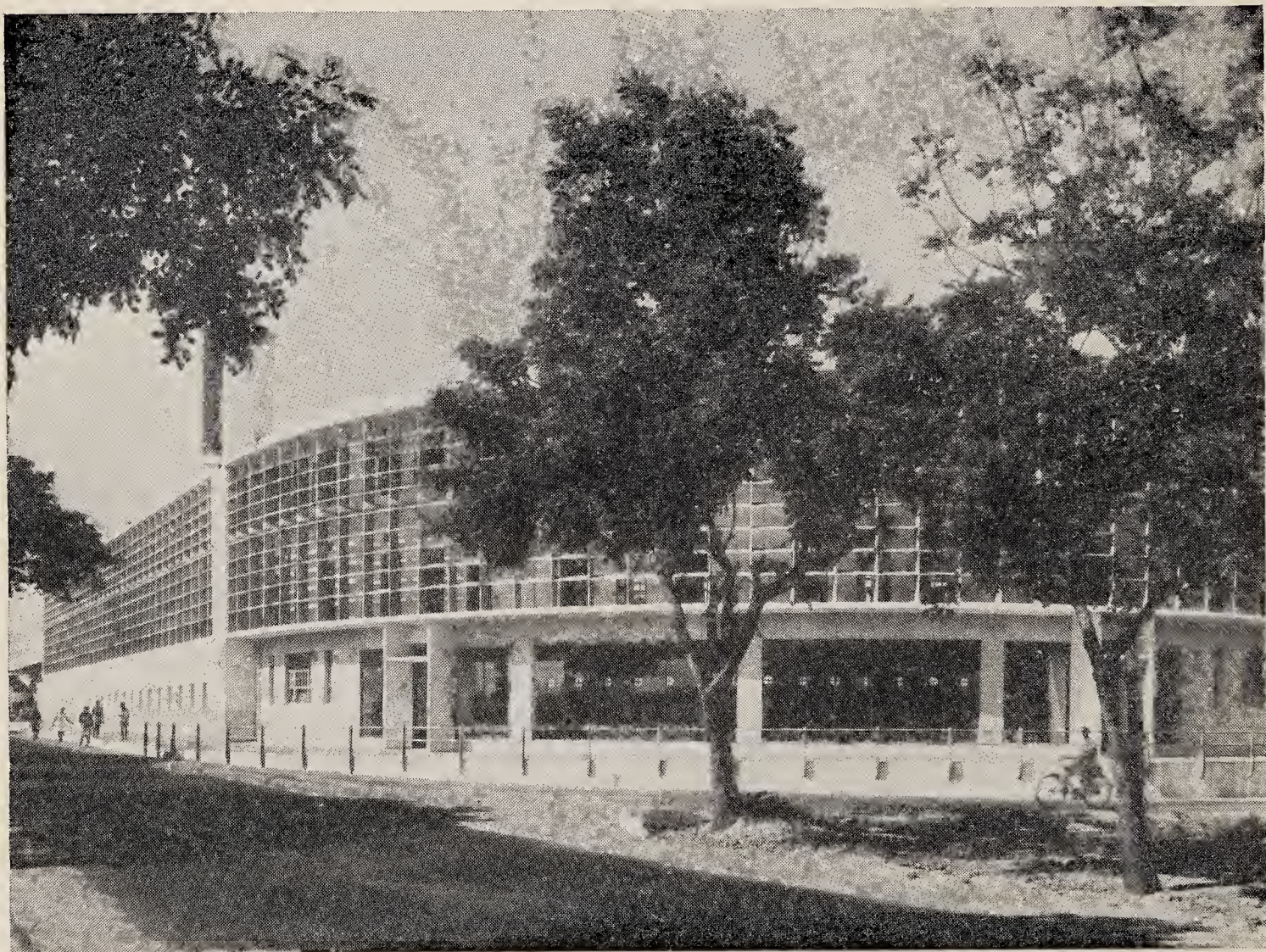


THE BISHOP OF ACCRA OFFICIATES AT THE OFFICIAL
CORONATION RELIGIOUS SERVICE IN ACCRA



RESERVOIR AT KPONG

In the distance is the Volta River which is the source of this water supply



ELECTRICITY HOUSE, ACCRA, THE NEW HEADQUARTERS OF THE ELECTRICITY DEPARTMENT

bulk distribution to this area and the Tema Development Scheme.

New trunk mains have been laid to Nungwa and the main feeder system extended to Christiansborg and Korle Gonno.

At Sekondi/Takoradi new mains have been provided in Effia Nkuma.

As regards the new supply for the Krobo towns, the construction of reinforced concrete reservoirs, of the purification plant and pump-houses is complete. Work continued on the distribution system in Somanya, Sra, Odumasi and Manya Kpimo areas. Standpipes at Odumasi were put into service during September.

Construction of the Nsawam supply was completed in November and public standpipes were put into service.

About a third of the steel pipes required to form the 23 mile main from the river Volta for the new Tamale supply have been received.

Good progress was made on the extensions to the Winneba and Koforidua supplies, but delays in the arrival of special pipes and pumping machinery have held up work on the purification plant for the extension at Kumasi.

Details of the existing supplies operated by the Public Works Department are as follows :

<i>Water Supply Area</i>	<i>Population Served</i>	<i>Present Output in galls. per day</i>	<i>Capacity of Treatment Plant</i>
<i>Existing supplies :</i>			
Accra . . .	180,000	3,400,000	6,000,000
Sekondi/Takoradi .	57,000	1,800,000	2,500,000
Kumasi . . .	75,000	900,000	1,000,000
Cape Coast . . .	57,000	600,000	1,000,000
Koforidua . . .	23,000	200,000	200,000
Tamale . . .	17,000	160,000	160,000
Winneba . . .	15,000	100,000	100,000
Nsawam . . .	12,000	80,000	500,000
<i>New supplies and extensions :</i>			
Manya-Yilo Krobo .	45,000	25,000	1,000,000
Kumasi . . .	—	—	2,500,000

During the year a total of 275 new supplies of various types were constructed by the Department of Rural Water Development and included among these were 17 boreholes. There was considerably increased activity in the Drilling Section as by the end of the year nine drilling rigs were in operation, although most of these only drilled during the latter half of the year. A total of 33 boreholes were drilled of which 17 were successful. Construction of the fully treated piped supply at Bolgatanga was completed and work was in hand and nearing

completion at Yendi, Berekum and Kpetoe. Throughout the year the Department operated eleven waterworks pumping stations.

OTHER PUBLIC WORKS

At the beginning of 1953 the Public Works Department was suffering from the same serious shortage of staff as in 1952, but by the end of the year there had been a material improvement in the filling of vacancies.

A register of building contractors and contracts completed is now being kept in which all suitable Gold Coast building contractors are recorded. It is hoped that the long-term effects of this will be a raising of the standard of contractors' work.

Among the larger works whose design or construction started during the year were extensions to the General Post Office at Accra (£125,000), Post Office Stores at Takoradi (£98,000), Ministerial buildings at Accra (£91,000), reconstruction of the hospitals at Wa, Jirapa, Navrongo, Bawku and Yendi (£270,000), out-patients department at Takoradi (£54,000), administrative buildings at Kumasi and Ho (£40,000) and numerous police barracks and stations. Work proceeded on the new general hospital at Kumasi, on the permanent buildings for the University College at Legon Hill near Accra and for the Kumasi College of Technology.

Electricity House at Accra was completed during the year and the new hospital at Hohoe was opened.

Regional and executive architects have now been posted to each region.

Chapter 11 : Communications

SHIPPING

There are no natural harbours along the Gold Coast and harbour facilities exist only at Accra and Takoradi. At Accra there is a small breakwater providing shelter for surf boats and lighters and at Takoradi a deep-water harbour within artificially constructed breakwaters. There are also surf ports at Winneba and Cape Coast. All these facilities are administered by the Railway and Harbours Administration.

Takoradi Harbour, opened in 1928, is equipped to deal with the largest vessels operating on the West African coast. Development works to provide additional facilities for the handling of traffic to Takoradi are nearing completion. These facilities are five new shallow-water wharves for the purpose of handling logs and sawn timber, a marshalling yard, sidings, storage and cargo handling space on a reclaimed area and at the root of the lee breakwater and also a new tanker berth. The main construction work on the shallow-water wharves has been completed, two sawn-timber sheds have been erected and will soon be working to capacity. One new double log quay is already in operation and the first of the six new log cranes arrived in November, 1953. It is expected that the log and sawn-timber facilities

will be completed and operating at maximum capacity before the end of 1954. A new bauxite-loading berth has been completed and is operating satisfactorily. The main construction work on the extensions has been completed and it is expected that the new main wharf extensions will be in full operation by the end of 1954.

Plans for the new harbour at Tema had been completed by the end of the year and it was expected that they would be made available to firms wishing to tender for the construction of the harbour early in 1954.

Regular passenger steamship services were maintained between the Gold Coast, the United Kingdom and France : a service with Holland was maintained at approximately monthly intervals by a Dutch shipping company.

The tonnage of ships entered and cleared from the Gold Coast ports was as follows :

<i>Entered</i>		<i>Cleared</i>	
<i>Gross Tonnage</i>	<i>Net Tonnage</i>	<i>Gross Tonnage</i>	<i>Net Tonnage</i>
5,639,920	3,328,109	5,656,795	3,329,948

The tonnage of goods landed at Takoradi during the year was 723,046, while exports handled there were 1,402,480 tons. The corresponding figures for Accra were 383,739 and 71,077 tons.

The division of imports at Takoradi by commodities was as follows :

Coal	103,051 tons
Oil	172,620 "
General Cargo	447,375 "
	<hr/>
	723,046 tons

and the division of exports :

Manganese	809,135 tons
Bauxite	111,170 "
Timber	91,171 "
Cocoa	123,574 "
General Cargo	247,430 "
	<hr/>
	1,402,480 tons

The surplus revenue earned during the financial year 1952-53, after renewals contribution and interest charges had been deducted, was £114,115 from Takoradi and £20,233 from other ports and from light dues.

RAILWAYS

The Gold Coast Railway consists of 535 miles of open line.

During the year the number of passengers carried was 6,401,617 which represented an increase of 13·28 per cent over the previous year. Coaching receipts totalled £743,776 being an increase of £112,203. First, Second and Third class fares were increased by 14·3 per cent, 28·6 per cent and 66·7 per cent on 1st January, 1953.

The tonnage of goods carried fell by 1 per cent to 1,859,703 tons, but revenue increased by 15·1 per cent to £2,410,532, owing to the full effect of the increased goods rates now being felt.

Work on the doubling of the line between Takoradi Junction and Manso continued throughout the year. The Manso and Tarkwa re-alignment survey progressed satisfactorily. Reconnaissance work was completed and the preliminary traverse commenced at Manso.

The survey of the Achiasi—Kotoku extension was completed and work was started on the construction of the railway. Construction of the rail link Accra—Tema was carried on throughout the year, and is now nearing completion.

Twelve locomotives were converted to oil burning and 50 new 20-ton wooden vans and 30 high-sided wagons were put into service.

Improvements to open lines were carried out and worn out track between Tarkwa and Dunkwa was replaced by new 80-lb. rails.

The Awaso line, which was built hurriedly during the war, was brought up to Gold Coast Railway standard, and bridges on the Prestea line were strengthened to allow 13-ton axle-load locomotives to travel on this line.

Progress was maintained on the Western Ashanti survey and 52 miles of track line have been run to date.

ROADS AND VEHICLES

At the end of the financial year 1952–53 the Public Works Department was responsible for 2,465 miles of gravelled surface road and 1,098 miles of bitumen surfaced road. In addition Regional Organisations and local authorities maintain a large mileage of varying quality. Industrial interests have constructed roads in a number of areas for their own purposes.

The priorities for new road work are allocated by the Central and Local Road Advisory Committees. The Roads Branch of the Public Works Department has continued to be advised by Messrs. Rendell, Palmer and Tritton who are employed as the Government's road consultants. This firm was particularly engaged during the year on surveys of the eastern trunk road (north through Togoland), and the roads Winneba—Mankessim, Cape Coast to Obuasi via Dunkwa, and Navrongo—Pusiga.

The staff position in the Roads Branch of the Public Works Department improved considerably during the year enabling a start to be made on various major road reconstruction projects, particularly preparatory surveys. The full effect of the improvement should be seen in 1954 when reconstruction work by direct labour will start on the Accra—Weija, Accra—Tefle, Adeiso—Prasikuma and other roads.

Work continued on the programme of bringing the country's main trunk roads up to modern standards and of tarring them. By the end of the year approximately 130 out of the 167 miles of the Accra—Takoradi road had been resealed by the contractors and it is expected that the whole length will be completed by April 1954. The alternative line will in due course be the new coastal road and by the end of

the year about half the new formation between Weija and Winneba had been completed by the contractors. Apart from seven miles of major realignment near Kumasi the work on the Accra-Kumasi road has been completed. The road from Kumasi on to Tamale and Bolgantanga is being extensively improved. Work started at mile 37 from Kumasi and has now reached mile 115. Contractors are also starting to work south from Tamale. Tenders have been invited for major bridges at Pwalagu and Nasia north of Tamale.

During the year the Government decided to make £1,000,000 available to bridge the Volta near Senchi and to speed up work on the eastern trunk road to the north. A site at Adomi has been selected for crossing the Volta where it is estimated the bridge will cost £560,000. Work is also being put in hand on the section of this road north from Yendi to Nalerigu and Bawku. At the same time it has been decided as a temporary measure, since the new trunk line when constructed will pass some way to the east, to provide low level bridges at the sites of the ferries across the Oti and Asukokor rivers, thereby rendering it necessary to cross by ferry only for some three months of the year.

The Gonja Development Corporation has completed on contract for the Government the first 22 miles of the new road from Kintampo to Morno. Major reconstruction of the Takoradi-Dunkwa road was begun during the year while the second coat surface dressing of the Kumasi-Berekum road was completed.

The use of road drags for the maintenance of the surface of gravel roads was extended during the year to cover nearly all major gravel roads. Systematic resealing of bitumen surfaced roads was commenced and arrangements made for systematic regravelling of gravel roads. It is intended that these operations should continue in a five-year cycle.

The total number of vehicles in operation during the last quarter of 1953 was 20,674 and imports of motor fuel during the year were of the order of 28 million gallons.

There is a Government Transport Department responsible for the haulage by road of Government stores, the carriage of official visitors, the operation of most of the road mail services and of certain long distance coach services. The Transport Department acts as the Government's shipping and railway agents at the main ports and at Kumasi and also is responsible for the running of resthouses and transit quarters in Accra, Kumasi and Takoradi.

Vehicles operated by the Department covered $2\frac{1}{2}$ million miles during 1953 and total earnings were in excess of £140,000. This figure represents an increase of over £40,000 on the earnings for 1952, the increase being principally due to a great increase in passenger traffic and an increase in long-distance haulage. Fifty new vehicles and six trailers were put into service during the year and 19 vehicles and two trailers withdrawn.

The Transport Department continued with its policy of replacing light petrol-engined vehicles with high quality diesel vehicles. Though the first cost of the diesel vehicles is considerably higher they are found

to repay the additional investment in longer life, reduced maintenance and greatly reduced fuel charges.

The Chief Transport Officer is also the Principal Certifying and Examining Officer, and is responsible for the examination of all vehicles for defects, the certification of all commercial vehicles for roadworthiness before a road licence is issued or renewed, and the testing of candidates for Certificates of Competency to drive any type of motor vehicle. The regular inspection of vehicles for roadworthiness which was intensified during the year very considerably assisted in reducing the number of road accidents.

Nine Certifying and Examining Officers were employed and their returns show that 15,970 drivers were tested, of whom 5,390 passed, and 10,534 vehicles were examined.

Bus services are operated by the four municipalities. The service in Accra with 45 buses carried over 30 million passengers during the year; while Sekondi/Takoradi and Kumasi, each with 20 buses carried $9\frac{1}{2}$ and 8 million passengers respectively. The Cape Coast service with four buses carried $1\frac{1}{3}$ million passengers.

CIVIL AVIATION

The year 1953 saw a steady increase in aircraft movements and revenue compared with 1952, movements totalling 7,711 and revenue from landing, housing and parking fees amounting to £26,660, an increase of $2\frac{1}{2}$ per cent and 13 per cent respectively.

The international airport at Accra maintained a 24-hour service throughout the year and handled 5,201 movements, consisting chiefly of main line, charter, inter-colonial and internal services.

The main line services were operated by British Overseas Airways Corporation, Pan American World Airways and Transportes Aereos Portugueses.

British Overseas Airways Corporation, operating the route London-Iddris-Kano-Accra, replaced their Hermes aircraft with Argonauts in April. In October, the Wednesday first-class service was replaced by a "tourist service" to meet the demand from concerns for cheaper air travel. A further attraction was the introduction in November of a call at Rome on the Monday service.

Pan American World Airways, using DC-6B aircraft, operated on the New York-Johannesburg route and Transportes Aereos Portugueses continued to use Dakota aircraft between Lisbon and Luanda.

Inter-colonial air services were operated by West African Airways Corporation, Air France and Union Aeromaritime de Transport. West African Airways Corporation, which is financed by the four British West African Governments, operated a weekly service from Lagos to Accra, Freetown, Bathurst and Dakar, using Bristol 170 aircraft. Air France, using Dakota aircraft, operated services between Dakar and Douala, calling at Abidjan, Accra, Lome and Cotonou. Union Aeromaritime de Transport, operating between Douala and Abidjan, replaced their Dakota aircraft with the Heron in March. A diverted Comet aircraft of Union Aeromaritime de Transport landed

at Accra Airport on 21st December. This aircraft attracted great interest, being the first jet aircraft to land in the Gold Coast.

The internal services between Accra, Takoradi, Kumasi and Tamale were operated by West African Airways Corporation. The second-class Bristol 170 services, Accra-Kumasi and Accra-Lagos continued in popularity.

Airwork operated charter flights for Army personnel between the United Kingdom and Accra, changing their type of aircraft from Viking to Hermes in February.

The Department of Civil Aviation operated aerodromes at Accra, Takoradi, Kumasi and Tamale and provided to international standards Air Traffic Control Services, Air Information Services and a Search and Rescue Co-ordination Centre for the Accra Flight Information Region, which includes Abidjan to the west and Lome to the east.

A new low intensity runway lighting system was installed at Accra Airport during the year.

No accidents to aircraft were recorded in the Gold Coast in 1953.

METEOROLOGICAL SERVICE

Thirty-three new rainfall and five new climatological stations were opened during the year ; 12 of the existing climatological stations were upgraded to agricultural meteorological stations. A marked improvement in the quality and quantity of upper wind and nephoscope observations occurred and observations of solar radiation were commenced in December.

The *Monthly Weather Report* and the *Monthly Summary of Rainfall* were published regularly during the year. There was a continuing demand for the *Climate of the Gold Coast*, and *Monthly and Annual Rainfalls** was published in April. A maximum rainfall intensities diagram, based on the analysis of 15 years' records from Accra, was issued in July and met with a steady demand. Revised rainfall and other climatic maps were drawn up and awaited reproduction by the Survey Department in their atlases. Demands for climatological information continued to increase and a small extension of the establishment was approved in May to provide the necessary staff to meet this requirement.

The demands made on the forecast service also continued to expand, the percentage increase over the previous year in forecasts for aviation being 13 per cent and in forecasts for the press and public over 50 per cent.

Close liaison with the Departments of Agriculture and Geography of the University College of the Gold Coast was maintained and material provided to assist these departments in their research work.

POSTS AND TELECOMMUNICATIONS

The business of the Posts and Telecommunications Department continued to expand and the estimated revenue amounted to £830,000,

* Gold Coast Meteorological Service Note No. 2, Accra, 1953.

an increase of £160,000 over that for the previous year. Forty new postal agencies were opened in rural areas. The demand for increased facilities at existing agencies continued and savings bank business was extended to eight, telephone and telegraph facilities to 16, and the issue of inland money orders to six existing postal agencies. Nine former postal agencies were upgraded to full departmental post office status. Rural postman services were introduced in nine areas with a total of 23 routes.

The carrying into effect of the Department's development programme proceeded steadily. Sixteen new trunk circuits were completed involving the erection of 595 miles of wire. Work on three other trunk lines was in progress at the end of the year. The telegraph system was increased by five morse and three teleprinter circuits. The number of telephone subscribers increased by 796 during the year. Subscribers in the Accra Exchange area were transferred to the new automatic exchange in March.

Sites for the repeater stations for the Accra-Kumasi and Accra-Takoradi multi-channel trunk lines were selected. Repeater station buildings for the Kumasi-Tamale multi-channel system are in course of erection.

The Department's Coast and Aeradio stations provided telecommunications services for ships and aircraft.

Technical training of staff continued satisfactorily at the Department's Telecommunications Engineering School.

Chapter 12 : Information Services, Broadcasting, Films and Press

INFORMATION SERVICES

The activities of the Information Services Department may be summarised as follows :

“The function of the Department is, in brief, to interpret and explain the intentions of the Government to the people of the Gold Coast ; to report to the Government reactions (which may include misapprehensions) of the public to its policies ; and to create, by the ironing out of social misunderstandings and by the propagation of information on general subjects, an atmosphere in which the people of the Gold Coast can assume an increasing interest in and responsibility for the government of their country. No less is it the duty of this Department to enrich the cultural life of the community by improving existing standards of entertainment and appreciation of the arts and sciences, and to stimulate creative interest.”

To this brief exposition it should be added that equally it is the policy of the Department to publicise as widely as possible in the outside world developments and progress being made within the Gold Coast.

The six major sections of the Department—Films, Cinema, Public-

ations, Photographic and Broadcasting (Engineering and Programmes)—are all co-ordinated towards these ends by the Headquarters office and by the three Regional Offices at Cape Coast, Kumasi and Tamale.

The main activities of the various sections of the Department are given below. It will be noted that, following the publication in June, 1953, of a Government White Paper on Broadcasting, this branch of the Department's responsibility is to develop into a separate Department during 1954 and the change-over should have been completed by 1955.

The greatest single operation carried out by the Department during 1953 was publicity in connection with the Coronation of Her Majesty Queen Elizabeth II. Towards this end 135 members of the Department's staff are estimated to have travelled 65,099 miles—photographing, filming, reporting, recording and giving cinema performances in order to ensure that the occasion was presented to the public in a manner befitting the Gold Coast and its traditions.

Publications

The Publications and Press Section of the Department continues to circulate information by way of the printed word and pictures as widely as possible throughout the Gold Coast. In addition, it sends out of the Gold Coast photographs and illustrated feature stories to agencies and newspapers all over the world showing current progress and development in the Gold Coast.

Within the Gold Coast the principal medium of disseminating news of Government activities is through the columns of the Gold Coast Press. During 1953, 1,781 press releases were issued, 98 per cent of which were used by Gold Coast newspapers. The total number of insertions carried in Gold Coast newspapers in respect of these items of news during the year 1953 was 6,474. In addition, 18 press conferences were arranged for visitors to the Gold Coast and for Ministers in the Government. Among visitors who gave press conferences were Mr. Roosevelt, Junior, United States Congressman, and Dr. Arthur Morgan, first Chairman of the Tennessee Valley Authority, who was invited to assist and advise the Volta River Project Preparatory Commission. Reuters news service continued to be available to the Press at a nominal charge; Overseas Press Service items were also sent regularly to the Press; more than 120 advertisements were placed in local newspapers on behalf of the Government.

Another popular and useful medium of publicity is the photo poster, made up of photographs taken by the Department and pasted on to wall sheets with descriptive captions and stories. During the year 1,280 of these were issued all over the country containing 5,325 photographs.

The "Gold Coast Weekly Review" serves to bring news of Government activities in a simple form to many parts of the country where newspapers are difficult to obtain. Indeed in some such areas newspapers are virtually unknown. In the Northern Territories, for example, the "Gold Coast Weekly Review" is used, together with a

special illustrated Northern Territories Page printed in Tamale, by Messenger Interpreters who travel from place to place, principally in rural areas, explaining the contents to the villagers. One and three-quarter million (1,872,000) copies of the "Review" were printed during the year, and in August, 1953, the weekly output was raised by 1,000 copies to 36,000. It is planned to increase the circulation still further in 1954 in order to meet the ever-increasing demand for extra copies. Another medium of disseminating information is by book and booklet, many of which are produced by the Department. Of particular interest during 1953 was "Golden Harvest", the story of the Gold Coast Cocoa Industry, of which 30,000 copies were printed. There has been a big demand for this publication, which is illustrated in great detail, from all parts of the world as well as from the Gold Coast. Other publications included "Nurses in Training" (10,000 copies) produced for the Ministry of Health as part of a campaign to recruit nurses. In connection with a Local Government Campaign, the Department published for the Ministry of Local Government an illustrated leaflet called "Your Council and Your Progress" of which 250,000 copies were printed in English and nine vernaculars. At the end of the year attention was directed to the preparation of material to be used in connection with the 1954 General Election and as part of the Registration phase 250,000 explanatory pamphlets in English and nine vernaculars were prepared.

A special operation was mounted to cover the Coronation. During that period, the Publications Section—in conjunction with the Government Printer—produced three special pamphlets and booklets with a combined circulation of 63,000, as well as 29,000 leaflets and 500 posters. A special edition of the "Gold Coast Weekly Review" of 59,000 copies, with a coloured cover, was brought out. This material, all of it illustrated, contained matter descriptive of the Coronation and the Royal Family as well as the celebrations in the Gold Coast. Some 62,000 posters and 5,000 leaflets were ordered from the Colonial Office and given wide distribution. In addition, a large number of press releases and Picture Sheets were sent out. Forty blocks of the Coronation scene were distributed to the Gold Coast press the day after the pictures were taken in London. Nearly 100 pictures illustrating Gold Coast celebrations were sent by air to overseas publications on 3rd June.

A routine distribution, totalling in the year almost half a million copies, was of the weekly "Your Programme", giving details of radio programmes from the Gold Coast Broadcasting Service's station at Accra. Large quantities of literature, pictures and posters produced by the Colonial Office and the Central Office of Information and showing aspects of life and development in other parts of the Commonwealth were distributed. Besides numerous publications these included 57,404 photo posters ; 853 pictorial feature sets ; 6,500 B.I.F. (1953) posters ; and nearly 120,000 portraits of the Royal Family.

During 1953 more than 30 photographers and journalists from overseas visited the Gold Coast. Some of these toured the country

and all had interviews and meetings arranged for them in Accra. All were supplied with folders containing latest information about the Gold Coast. They included the American authors Mr. John Gunther and Mr. Richard Wright ; Mr. Kingsley Martin, Editor of the *New Statesman and Nation* ; Mr. Colin Legum of *The Observer* ; and Mr. Cecil Sprigge of the *Manchester Guardian*.

Wide publicity was achieved by the Gold Coast in the world Press in 1953. During the year at least 729 articles on Gold Coast affairs are known to have appeared in the British Press as well as 657 pictures. In addition a regular service of photographs and stories has been sent to the British Information Services, New York, and to the Associated Negro Press in Chicago. An increasing interest in Gold Coast affairs was also noticeable among American newspapers and journals, several of which sent their own correspondents and observers to the country during 1953.

Throughout the year Gold Coast students in the United Kingdom and in the United States of America were provided with "news from home" by way of newspapers, the "Gold Coast Weekly Review", picture stories of topical events of importance and illustrated features showing development in the country.

The progress made in the planning of the Volta River Project was reflected in the increased publicity given to this subject by way of news items on the radio and the distribution of pictures, blocks and feature stories to the Gold Coast and overseas press. There was close liaison with the newly-formed Publicity Team attached to the Volta River Project Preparatory Commission which, in the latter part of the year, provided a steady stream of material.

Finally, the Publications Section prepared two daily News Bulletins for the Gold Coast Broadcasting Service. Items for this came in from the departmental information network operated in Accra and by its three Regional Offices in the Colony (including Togoland), Ashanti and the Northern Territories.

Photographic Section

The Photographic Section, during the year, has shown a considerable increase in productivity. Approximately 98,000 pictures were supplied to various sources both internally and externally as against 51,000 in 1952. A close liaison was maintained with the Ministries in giving pictorial coverage of their activities—particular attention being paid to development projects. The African specialist press in England, e.g. "West Africa", "West African Review", "New Commonwealth" and "African World", made constant use of the Department's photographs, and these also featured in the popular English pictorial magazines. Weekly supplies of prints were sent to the World's Press and from press cuttings received it is noted that more than average use was made of these in many countries, especially in the United States of America. The Coronation celebrations were covered extensively in all parts of the country in monochrome and colour.

During the year considerable progress was made in establishing a

Colour Unit which will eventually be able to supply locally processed high grade transparencies (for film strips and picture block-making) and prints (for display). Delivery was taken during the year of some of the necessary equipment and local colour processing is expected to be in progress during 1954. Meanwhile much experience has been obtained in colour photography and the Department has a colour record of such historic events as the Coronation celebrations and the final meeting of the Legislative Assembly under the 1950 Constitution. Hitherto all processing has been carried out in the United Kingdom. The Unit is also preparing the first of a number of colour filmstrips of Gold Coast subjects.

Regional Offices

The Department has Regional Offices at Cape Coast, Kumasi and Tamale. These offices co-ordinate the work of the Department in the three main regions. Later, it is hoped to establish a separate Regional Office for Togoland and Trans-Volta. Regional offices, apart from administering cinema vans, news reporters, photographers and other Departmental staff within their respective Regions, also act as a channel for keeping in touch with public opinion throughout the country.

This is achieved by a system of Regional and District Information Panels which meet monthly and discuss current affairs as they affect the Government. All three Regional Offices are supervised by African Assistant Information Officers who have been selected from the Department's staff for advanced training in information work. Three of the four Assistant Information Officers have attended six-month courses in the United Kingdom in public relations and information services work and two are graduates of United Kingdom universities.

BROADCASTING

Early in 1953 a Commission appointed to report on Broadcasting Development in the Gold Coast carried out its task and submitted its report to the Government. The Commission consisted of Mr. J. Grenfell Williams, Head of the Colonial Service at the British Broadcasting Corporation, as chairman, Mr. J. B. Millar and Mr. W. A. Roberts, both of the British Broadcasting Corporation, and Mr. R. P. Baffour of the Gold Coast. The Commission's Report together with a White Paper on it prepared by the Government were debated in the Legislative Assembly in June, 1953 and the proposals contained in the White Paper were accepted by the Legislature. These are intended in the first instance to lead to the formation of a separate Government Department responsible for broadcasting and designed in due course to become an independent Broadcasting Corporation. Steps were taken to secure the services of a Director of Broadcasting, a Head of Programmes, a Presentation Manager and a number of technical staff—all on secondment or transfer from the British Broadcasting Corporation. It is expected that the change-over to a separate Department will start during 1954 and will be

completed in 1955. The White Paper confirmed the Government's decision under the existing Development Plan to purchase a 20 kw. transmitter in order to ensure an improved national service from Accra. The White Paper also approved four additional rediffusion stations to be built before 1956 in rural areas in the Northern Territories, in the Western Region of the Colony and in Togoland. During the year new stations were in addition opened at Bekwai and at Kibi joined with Suhum. Work proceeded on the completion of the Konongo rediffusion station as well as others at Yendi and Sunyani. Modified drawings were approved for the two new stations to be constructed during 1954 at Wa and Bawku. The White Paper also approved a proposal to spend £110,000 on enabling an additional 11,000 subscribers to be connected to the existing service at the 26 Rediffusion Stations now in service throughout the country. The total number of subscribers at the end of the year was 16,029, each of whom pays a subscription of 7s. 6d. per month. A further proposal approved in the White Paper set aside the sum of £10,000 as working capital for a scheme to introduce and to popularise low priced wireless sets for private listeners in rural areas. Discussions proceeded between the Broadcasting Authorities and the Ministry of Commerce with a view to considering how best this scheme could be implemented. It was appreciated in these discussions that the incentive to own a private wireless set in rural areas must be continuous programmes in a language and a medium which is fully understood and appreciated by listeners. The decision which the Government had reluctantly reached not to proceed at present with Regional Broadcasting presented a difficulty in this respect but consideration was being given to starting a pilot scheme in a limited area where vernacular programmes in one language could be broadcast for several hours a day. It was felt that such a pilot scheme would enable potential radio set distributors to assess the demand for private wireless sets.

During the year the Gold Coast Broadcasting Service transmitted programmes by means of one 5 kw. and one 1.3 kw. transmitter maintaining a daily service (Sundays and Public Holidays excepted) on frequencies of 60.15 kc. between 11.30 a.m. and 1.45 p.m. and 49.15 kc. between 3 p.m. and 6 p.m. (G.M.T.). For 6 to 6½ hours on week days and 12½ hours on Sundays and Public Holidays, the B.B.C's General Overseas Service and West African Regional programmes were relayed from rediffusion stations, in addition to local programmes.

From Station ZOY, which transmits programmes from Accra for 30 hours per week, there was an increase of locally produced programmes (after September, 1953) to 95 per cent of transmission time as compared with 75 per cent at September 1952. New programmes such as interviews, quizzes and more entertainment in the vernacular were introduced. During the year there were many more outside broadcasts, particularly during the Coronation season when programmes were heard of cheerful celebrations from all parts of the country. For this purpose a team of 27 commentators and producers and recording staff travelled some 17,000 miles in order to secure

programme material, which amounted to some 52 hours of broadcasting time. Lunch time programmes have become increasingly popular as 'live' broadcasts take the place of recorded programmes. Vernacular programmes continued to be relayed daily in six languages—Twi, Ga, Ewe, Fanti, Hausa and Dagbani.

Local programmes have become a regular feature at the Rediffusion Stations at Kumasi, Tamale, Cape Coast, Accra and Sekondi. These programmes are often in the vernacular languages. The most popular regular item broadcast was the daily feature "Today in the Legislative Assembly" which was given each evening whilst the Assembly was in session. The number of African programme staff trained at the B.B.C. is now 11, two of whom hold senior posts.

FILMS

Distribution

There are now 26 commercial cinemas in the country, distributed as follows : Accra 8 ; Sekondi-Takoradi 4 ; Kumasi 4 ; Agona Swedru and Koforidua two each ; Cape Coast, Akwatia, Keta, Nsawam, Prestea and Tamale one each.

The Information Services Department has 21 cinema vans, 15 of which are in use in the rural areas and six in the urban areas. These vans have been engaged in a number of campaigns for Ministries and Government Departments as well as their routine tours throughout the country showing films of general and educational interest. In the early part of the year short but brisk campaigns about mass education, child nutrition, the co-operative movement and the recruitment of nurses were carried out. These were followed by a country-wide campaign introducing the Coronation and leading up to the provision of public address equipment at all large centres where the celebrations were carried out. This was followed by an intensive cocoa-grading campaign in main cocoa growing areas featuring the Gold Coast Film Unit's film in colour "Kofi the Good Farmer". This was discontinued when the decision was reached to postpone the introduction of a price differential for cocoa. After a series of short educational visits all the vans were mobilised for a country-wide campaign on Local Government designed to create a better understanding between local councils and ratepayers. In this campaign the Gold Coast Film Unit's film "Progress in Kojokrom" was widely shown.

Eight cinema vans were assembled in the Department's workshop during this period, two of which were for the Department of Social Welfare. The Section staffed and maintained three cinema vans for the Department of Social Welfare during the year. During the year, 2,817 cinema performances were given by the Department's cinema vans in 2,776 towns and villages to a total audience of 2,393,087 persons.

It has been the policy of the Department to support such film shows as much as possible with practical demonstration by appropriate Government Departments and with photographs, pictures and book-

lets designed to give further information concerning the subject matter of the campaigns concerned. The British Council and the United States Information Services also operate cinema vans.

The Department's Film Library contains 671 films—400 having been received during the year. Following the total destruction of the Department's stock of films by fire late in 1951, a new fireproof building was completed by the end of the year comprising two fireproof stores for inflammable 35-mm. commercial films, together with a separate 16-mm. library incorporating an office for the Film Librarian and a separate room for the current repair of films, simple editing, projection, etc. A complete catalogue of films contained in the film library has been prepared for use by interested parties—giving useful information concerning the films and their suitability for varying audiences.

During the year 597 feature films and 213 shorts—a total of 5,445 reels—were submitted for censorship to the Gold Coast Cinematograph Exhibitions Board of Control, which is a responsibility of the Department. The total revenue was £544 10s. 0d. Of these, 29 feature films were rejected as unsuitable. A new fireproof projection room was added to the cinema.

The Department possesses 14 filmstrip projectors which are on loan to Government Departments and Educational and Training Institutions. A start has been made in the production of local filmstrips, but hitherto the demand for these has not been great. Ten daylight screens were purchased in order to encourage the use of filmstrips in classrooms as a visual aid to education. The four filmstrips made during the year are "Achievement in the Gold Coast—Parts I and II", "Progress at Pamfokrom", "Nurses Training" and "Training State Registered Nurses".

Production

During 1953 the Gold Coast Film Unit completed nine films totalling 16 reels. Three of these films "Salute to a Queen", "Kofi the Good Farmer" and "Golden Sands" were in colour. "Salute to a Queen", which is a four-reel record of the part played by the Gold Coast in celebrating the Coronation of Her Majesty Queen Elizabeth II, includes scenes of music, dancing and merry-making as well as others of prayer, parade and pageantry, such as the Coronation Durbar in Kumasi when the Golden Stool itself was on view. This film has been shown widely in and outside the Gold Coast, and a copy has been presented to Her Majesty the Queen. Other films completed tell the story of agricultural development both in the Northern Territories and in Ashanti, and also include the highly popular "Progress in Kojokrom", which formed the basis of the Ministry of Local Government's campaign to create a better understanding between ratepayers and their councillors. A further seven films comprising 18 reels were "shot" during the year for editing during 1954. These include the seven-reel film "Theresa" which is to be the basis of a Ministry of Health campaign designed to interest girls in the nursing profession.

Others in course of completion tell the story of veterinary development, the timber industry, and work being carried out in mass education ; a short film deals with Gold Coast architecture, and another shows the progress of development at the University College at Legon Hill.

The Gold Coast Film Unit is a fully equipped professional 35-mm. production Unit having its own sound recording, cutting and editing studios. These are equipped with the Western Electric sound system, a complete four-way re-recording channel and the latest magnetic film recorder. Additional equipment in the cutting room includes a sound Moviola to ensure quick and accurate film editing. On production the Unit uses two model 'G' Newman Sinclair cameras and a super parvo Debie. The Unit is also equipped with a crane for high altitude shots, believed to be the only one of its kind in Africa. A hundred kilowatts of power are available for lighting from mobile generators. In this way, the Gold Coast Film Unit is one of the best equipped of any film unit in the colonial field. All processing of raw film, however, is carried out in laboratories in London. This year has proved the great advantages (other than financial) of filming in colour, and apart from newsreel production colour films are likely to be standard in the future.

THE PRESS

The following is a list of newspapers which were published in the Gold Coast in 1953 :

		<i>Date founded</i>
<i>Daily</i>	African Morning Post, Accra	1935
	Spectator Daily, Accra	1938
	Daily Echo, Accra	1939
	Ashanti Pioneer, Kumasi	1939
	West African Monitor, Cape Coast . .	1948
	Accra Evening News, Accra	1948
	Daily Graphic, Accra	1950
	African Opinion, Accra	1950
	Ashanti Sentinel, Kumasi	1951
	The Eagle, Cape Coast	1953
	The Ghana Star, Kumasi	1953
<i>Twice</i>	Ashanti Times, Obuasi	1947
<i>Weekly</i>	Ghana Daily Express, Accra	1948
	Ghana Nationalist, Accra	1953
<i>Weekly</i>	Gold Coast Independent, Accra	1918
	Gold Coast Observer, Cape Coast . .	1932
	Standard, Cape Coast	1937
	Amansuon, Cape Coast* (Fanti) . .	1943
	Gold Coast Weekly Review (Information Services Department's Publication)	1945

* This newspaper is published in Fanti, the rest in English.

<i>Monthly</i>	Gold Coast Catholic Voice	.	.	.	1926
	Businessman, Accra	.	.	.	1950
	Christian Messenger	.	.	.	1950
	Nkwanta Bisa* (Fanti)	.	.	.	1951
	Nkwanta Bisa* (Twi)	.	.	.	1951
	Mansralo* (Ga)	.	.	.	1951
	Motabiala* (Ewe)	.	.	.	1952
	Kasem Labaare* (Kasem)	.	.	.	1952
	Lahabali Taugu* (Dagbani)	.	.	.	1952
	Gold Coast Commercial Guardian, Accra	.	.	.	1953

* These newspapers are published in vernacular languages, the rest in English.

Chapter 13 : Military

The Gold Coast Regiment and its ancillary units form part of the Royal West African Frontier Force. Both the 1st and 2nd Battalions were formed in 1901 from the Gold Coast Constabulary to maintain law and order after the last Ashanti War. The 2nd Battalion was disbanded in 1907 and during the war of 1914–18 there was only one battalion in the field. This took part in the campaigns for Togoland (1914), the Cameroons (1914–16) and German East Africa (1916–18).

Nine battalions were raised during the 1939–45 war, of which six saw active service. Three, together with ancillary troops, served both in the East African (Abyssinian) campaign and later in Burma ; and the other three, also with ancillary troops, in Burma. All except the 1st and 2nd Battalions were disbanded after the war, but the 3rd Battalion was reformed in 1949.

The forces under the command of the District Commander in 1953 consisted of three battalions of the Gold Coast Regiment ; a Light Battery of the West African Artillery ; a Field Squadron of the West African Engineers ; and ancillary units. These were distributed between Accra, Takoradi and Tamale.

The District Commander is under the command of the General Officer Commanding-in-Chief, West Africa Command, whose headquarters are in Accra.

Recruits come from all parts of the Gold Coast : indeed a number are enlisted annually who have come from other West African territories. In general the infantry battalions draw their recruits from the Northern Territories and adjoining territories. A middle school education is required of would-be tradesmen, and most recruits of this class come from the Colony and Ashanti. A six months' course of initial training is provided for all recruits at the Regimental Training Centre, Kumasi.

In January, 1953, a Boys' Company was established at the Regimental Training Centre with the object of providing a cadre of better qualified N.C.Os. and more highly skilled tradesmen. Boys are

enlisted at the age of 14, and after four years will be re-enlisted into the Regiment on the usual engagement. The strength of the company is to be increased from year to year until it reaches a maximum of 120.

Eleven of the officers in the Gold Coast Regiment are Africans. The remainder of the officers, together with a number of the N.C.Os, are posted for a three-year tour of duty from United Kingdom regiments. Steps are being taken to increase the supply of African officers, and at regular intervals candidates are selected from the ranks for training at an Officer Cadet School in the United Kingdom for the award of short-service commissions. Also, every six months applications are invited from suitably qualified young men to sit the entrance examination for a course of special training leading to entry into the Royal Military Academy at Sandhurst, and thereafter to the award of a regular commission.

In April, 1953, two elected and two *ex officio* Ministers attended at Lagos a conference of representatives of the United Kingdom Government and of the four West African Governments, to review the agreement reached in London in 1949 for the division between the United Kingdom Government and the West African Governments of the cost of the West African Land Forces, and other related matters. The Report of the Conference was subsequently accepted without reservation by the Gold Coast Government.

A representative contingent consisting of 47 officers and other ranks took part in the Coronation Procession in London. Captain J. E. Michel, the African Officer in command of the Boys' Company, was a member of Her Majesty's mounted Colonial Escort.

In 1953-54 the contribution made towards the recurrent cost of the armed forces was £750,000, an increase of 50 per cent over the previous year. The total provision made in the estimates for defence was :

	£
Ordinary Expenditure (including War Disability Pensions etc.)	808,000
Development Expenditure—Military capital works	254,000

Chapter 14 : General

Widespread regret was caused in the Gold Coast by the death of Kwesi Plange, M.L.A., Ministerial Secretary to the Ministry of Local Government. He was elected in 1950 to represent Cape Coast on the former Legislative Council and was then the youngest member of that body. The Government suffered another loss on the appointment of the Minister of Finance, Mr. R. P. Armitage, as Governor of Cyprus. Two prominent Northern Territories Chiefs died during the year. They were Mahama III, the Ya-Na and Mumuni Koray, M.L.A., the Wa-Na.

In January the Prime Minister paid a visit to Liberia at the invitation of President Tubman, travelling there and back in the President's

yacht. Later in the year a party headed by the Minister of Commerce and Industry and including the Minister of Education and Social Welfare and the members of the National Committee for the Volta River Project travelled to Britain and Canada to visit aluminium producing and processing plants there.

The Government of India is the first Commonwealth country to send a Commissioner to the Gold Coast. Raja Rameshwar Rao the first Commissioner, whose territory includes the Gold Coast and Nigeria, arrived to take up his appointment in October. The United Kingdom Government has posted in the Gold Coast a Trade Commissioner whose field also covers Sierra Leone and the Gambia.

Towards the end of the year Lieutenant-General Sir Lashmer Whistler relinquished his appointment as General Officer Commanding-in-Chief, West Africa, and left the Gold Coast to become General Officer Commanding-in-Chief, Western Command, in the United Kingdom. His successor in West Africa is to be Lieutenant-General E. O. Herbert.

The Government sent gifts of £1,000 each to the Governments of the United Kingdom, Holland and Greece for the relief of the victims of the North Sea floods and the Ionian Islands earthquake.

A large new Roman Catholic Cathedral is being erected in Accra.

SURVEYS

The preliminary mapping for the Volta River Project was completed during the year. Fifty-seven $\frac{1}{4}^{\circ}$ sheets on a scale of 1/50,000 covering an approximate area of 16,500 square miles are now available. Of these 37 are contoured at 50 ft. vertical intervals.

A contour survey on a scale of 1/1250 with 5 ft. V.I. contours for the detailed town planning of the port of Tema was commenced and by the end of the year some 4,500 acres had been covered. It is expected that by the end of February, 1954, the whole of the area covered by the preliminary planning proposals will have been surveyed.

The Survey School, which is conducted by the Survey Department, continued its training programme throughout the year. Nine pupils attended the third year classes. Of these, seven completed the course successfully and were absorbed into the Survey Department as Assistant Surveyors Grade II. There were eight pupils in the second year and 11 in the first year classes.

Five scholarships at the Kumasi College of Technology were awarded to junior members of the Survey Department for training leading to the professional qualifications of the Royal Institution of Chartered Surveyors necessary for appointment to senior posts in the Department. These are in addition to the three already in the United Kingdom undergoing similar courses.

Following acceptance of the Morley Report on the terms of service of surveyors and draughtsmen, the Survey Department has undertaken responsibility for the technical training of all surveyors and topographical draughtsmen for Government Departments.

There is also a Department of Soil and Land-use Survey with an establishment which includes a Director, a Senior Soil Scientist, 10 Soil Survey Officers, two Analysts, a Senior Geographer, a Crop and a Grassland Ecologist, and a Compilation Officer. The Department is responsible for mapping soils, vegetation and land-use and for providing technical and scientific assistance to all concerned with land usage.

Work in the past proceeded slowly owing to difficulty in the recruitment of senior staff and to delays in the construction and equipping of offices and laboratories. These disabilities have now been overcome and work is now proceeding on a satisfactory scale both in the field and laboratories. Some 3,400 square miles of cocoa country in Ashanti were traversed during the year. The Department is closely concerned with planning the development of the Accra Plains with the aid of irrigation that will be possible if the Volta dam is constructed. During the year under review, initial work has been undertaken in integrating soil work for constructional purposes, e.g. roads, with the overall soil survey of the country.

The Department of Tsetse Control with their headquarters at Wa in the Northern Territories carries out surveys to determine the incidence and species of tsetse fly, vegetation types and the courses of rivers and streams harbouring tsetse. After these surveys anti-tsetse clearing operations are planned and carried out. These operations are at the moment mainly confined to the Northern Territories and Ashanti, but surveys are under way in the Colony with a view to commencing clearing operations there.

This Department is endeavouring to assist development of cleared areas by providing dams or weirs and access roads. It also encourages settlement with a view to preventing re-invasion by certain species of tsetse.

Research is being carried out into animal trypanosomiasis and the use of arboricides and insecticides.

The Game Department, formerly a separate Department, was amalgamated with the Department of Tsetse Control in 1953. In this field the Department has mainly concerned itself with determining the incidence and species of game in the Northern Territories and its relationship with the tsetse fly.

RESEARCH

The main research being done in British West Africa is organised on an inter-territorial basis ; at the West African Cacao Research Institute at Tafo in the Gold Coast, at the West African Institute for Trypanosomiasis Research at Vom in Nigeria, at the West African Institute for Oil Palm Research at Benin in Nigeria and at the West African Fisheries Research Institute at Freetown in Sierra Leone. These institutes are financed jointly either by the British West African Governments or by the Territorial Marketing Boards which purchase the crops concerned—e.g. the Gold Coast and Nigeria Cocoa Marketing Boards finance the Cacao Research Institute and the Gold Coast

Agricultural Produce Marketing Board contributes towards the cost of the Oil Palm Research Institute. Other research projects which are of interest to British West Africa as a whole, and which are financed by the Governments with assistance from the United Kingdom Government, are rice research at Rokupr in Sierra Leone, research into the rust disease of maize at Ibadan in Nigeria, virus research at Yaba in Nigeria, and social and economic research at an institute set up for the purpose in the University College of Nigeria.

The work of the West African Cacao Research Institute, which affects the Gold Coast most closely, concerns not only swollen shoot disease but also capsid attacks, and includes chemical, botanical, horticultural and mycological investigations into cocoa generally.

The West African Inter-Territorial Secretariat has been charged by the four British West African Governments with the supervision of the administration of the joint research services, and reports are prepared for consideration at meetings of the West African Inter-Territorial Conference. The Chief Secretary of this Secretariat is the chairman of the managing bodies of most of these institutions, and there is a post of Secretary for West African Agriculture and Forestry Research on his staff to assist with the general duties of co-ordinating work of this sort.

The University College of the Gold Coast includes in its programme research on a wide range of subjects especially in the field of geography, chemistry, zoology, sociology and education.

The Department of Agriculture has experimental stations at Pokoase and Kumasi where studies are being made on subjects such as mixed and mechanised farming, poultry rearing and the use of artificial fertilisers.

The first meeting of the West African Council for Medical Research was held in Accra in June under the chairmanship of the Chief Secretary of the West African Inter-Territorial Secretariat. It was attended by representatives from the United Kingdom and from each of the British West African territories. Agreement was reached on the lines of future development and re-organisation of previously existing research facilities of common service to the West African Governments.

Medical research in the Gold Coast is carried out at the Medical Research Institute at Accra and in the field, especially in conjunction with the Medical Field Units. Research at the Institute has covered a wide variety of subjects, and has included investigations in the sickle-cell trait and sickle-cell anaemia, typhus and typhoid fevers etc. These investigations have been recorded in a number of scientific papers published by members of the staff. As regards field research work, a nosological survey has been in progress at Mirigu in the Northern Territories for a period of almost two years and should be completed shortly. The malacological survey which was begun the previous year has been continued. An investigation into the types and breeding habits, etc., of mosquitoes in the Accra area was commenced and is being carried out in conjunction with a malarial survey and other malarial investigations in the same area. The Tuberculosis

Specialist has carried out investigations into the prevalence of "false-positive" or non-specific tuberculin reactions.

Investigations which are being carried out by a number of Government departments, e.g. in the field of fisheries, and which amount to research, are included in the descriptions of the activities of those departments in Chapters 6 and 7 above.

VISITORS

In January a delegation from the British Labour Party consisting of the Rt. Hon. James Griffiths, M.P., Mrs. Eirene White, M.P., Mr. W. A. Burke, M.P. and Mr. E. G. Farmer paid a visit to the Gold Coast including Ashanti and the Northern Territories.

Distinguished Service visitors were the Chief of the Imperial General Staff, General Sir John Harding, and the Commander-in-Chief South Atlantic, Vice-Admiral Sir Peveril William-Powlett. Admiral William-Powlett gave a reception on board his flagship, H.M.S. *Euryalus*, which was attended by the Prime Minister and other Ministers.

A Trade Mission from the Government of Burma was received.

Visitors from the United States included Dr. Arthur Morgan, late of the T.V.A., who came to advise on the Volta River Project, and Mr. Franklin D. Roosevelt, Jr.

Lieutenant-General Sir Otto Lund, the Commissioner-in-Chief of the St. John Ambulance Brigade, came to the Gold Coast to inspect units and to explore the possibility of extending the activities of the Order of St. John.

Mr. F. Carruthers, a senior officer of the Industrial Relations Branch of the Ministry of Labour and National Service in the United Kingdom, visited the Gold Coast at the invitation of the Government to advise on Whitley Councils. He was in the country from July to September.

The Minister of Education in the Western Region of Nigeria came to the Gold Coast in December and visited educational institutions in the Accra and Kumasi areas.

Miss S. A. Ogilvie, formerly an Assistant Labour Adviser to the Secretary of State and now Director of the Inter-African Labour Institute at Bamako, French West Africa, visited the Gold Coast in May, 1953. She lectured at the annual Easter School organised by the Extra-Mural Department of the University College of the Gold Coast for trade unionists and those interested in the co-operative movement, which was held at Cape Coast.

CULTURAL ACTIVITIES

In 1953 the British Council continued to expand its work in Ashanti and the Western Province. It also increased its activities in Togoland. Its work has been largely educational and has included lectures, classes and discussion groups (largely in association with the People's Educational Association and the Department of Extra-Mural Studies).

As part of the general demand in the Gold Coast for more education there has been an increased demand for instruction in "Practical English", and an increased interest in such things as the Council's

Study Boxes, which provide books, pamphlets, maps and other material for study by groups of such topics as "Local Government", and "Health in Hot Countries".

The British Council Centres in Kumasi and Sekondi have continued to house branches of the Gold Coast Library Board, but these branch libraries will shortly be moved to their own premises. These two Centres, however, like that in Accra will continue to provide magazines in their Reading Rooms as well as libraries of plays and gramophone records which may be borrowed.

One of the main developments during the year has been the Council's contribution to broadcasting in the Gold Coast, through its weekly sessions in Accra, Sekondi and Kumasi. A varied programme of regular features has included lectures, concerts, debates, brains trusts and plays. In Accra a group of Shakespeare players has been formed with the intention of making Shakespeare better known in the Gold Coast; performances have been given of Macbeth, Antony and Cleopatra, Twelfth Night, Romeo and Juliet, The Merchant of Venice and Henry V.

Another feature of the Council's work has been the establishment of experimental British Council Groups at Cape Coast, and in Ashanti, at Mampong, Bekwai and Juaso. The idea is that these groups shall largely run themselves with assistance in the form of material (film shows, periodicals, study boxes, and so on) from the British Council and periodic visits from the British Council staff.

The third of the annual courses for teachers organised by the Council in conjunction with the Institute of Education, was held successfully in December, 1953. The main subjects of the course were social studies (chiefly history and geography) and practical English. The teachers were chosen by the Director of Education.

Among the distinguished visitors who lectured for the Council during the year was Mr. E. G. Seath, J.P., Secretary of the Bristol Youth Committee, who lectured on subjects connected with youth work. Mrs. Eirene White, M.P., one of a party of four Labour members of Parliament, gave a talk on Women in British Public Life. Miss Neville-Rolfe, Director of the Ashridge House of Citizenship, lectured on The Parliamentary System in Great Britain. Two lectures which attracted special interest and large audiences, were given by Mrs. Robert Jackson (formerly Miss Barbara Ward) on The Gold Coast in the World Economy.

A great deal of interest is being taken in the possibility of organising a National Theatre in the Gold Coast. Largely with this in mind the Council has continued to encourage music and drama. Arrangements were made for piano recitals by Mr. Kendall Taylor, the well-known English pianist, and by Miss Monica Carbines, a young Australian, who played in Kumasi and Cape Coast as well as in Accra. Successful performances were given of Gilbert and Sullivan's operas "Patience" and "Ruddigore". Concerts were held to mark the Coronation and at Christmas. Arrangements were made for the Damas Choir to visit Cape Coast and Sekondi/Takoradi.

The policy has been continued of holding regular exhibitions in Accra, Kumasi and Sekondi (and to a lesser extent in Cape Coast) intended to encourage indigenous arts and crafts as well as to give examples of European work.

The main exhibition this year, of Art and Crafts from French West Africa, was opened by the Prime Minister in Accra and by the Asantehene in Kumasi. It attracted record audiences in both places. An exhibition which attracted special interest was of day nursery equipment. This was shown in Accra, Kumasi and Sekondi/Takoradi and fitted in well with the Coronation Fund Campaign for developing day nurseries in the Gold Coast. Other exhibitions included one of books, entitled "Reading for Pleasure and Profit" and organised in conjunction with the University Bookshop; an exhibition of the Gold Coast School Art (an annual event), one of drawings by Mrs. Patricia Morley, one of paintings by Helene Urszenyi, and one of photographs of social services in Britain.

Other activities have included regular meetings of groups to study English literature, music, current affairs, art, and so on, many of these in co-operation with the Extra-Mural Studies Department of the University College and the People's Educational Association. The Council's film units have visited many provincial centres. Two films which have been specially popular are the Australian film "Bush Christmas" and "Royal Journey", the documentary account in colour of the visit to Canada of Her Majesty the Queen and the Duke of Edinburgh.

ANCIENT MONUMENTS

There is a Monuments and Relics Commission charged by law to keep a register of all national monuments and ancient workings and to safeguard them.

The repair of Kormantin Fort (Fort Amsterdam) at Abadzie, which began in 1952, was continued through 1953. When the enveloping trees had been cleared, it became apparent that the decay of this fine monument had progressed so far as would have resulted in complete destruction within a few years and the measures necessary to ensure preservation have therefore proved more extensive than was expected. All vegetation and rubbish have been removed, damaged walls have been repaired and the paving of the wall-walk relaid weatherproof, while doorways and other openings have been made good. Now that the fort is again conspicuous from the Accra-Cape Coast road, visitors have come in increasing numbers, and for their benefit the approach has been improved by the construction of steps.

At Elmina, Fort St. Jago, the headquarters of the Monuments and Relics Commission, has been put in good condition and the whitewash renewed; some recent additions which obscured the design of the building have been demolished. In the old cemetery a large dead tree was felled in order to safeguard the tombs, and the central monument (of a Dutch Governor) was repaired and reconditioned.

A scheme for the complete rehabilitation of Anomabu Fort was

undertaken at the request of the Ministry of Education and Social Welfare. The work has been completed as regards the two storeys of rooms under the rest-house ; here the masonry was repaired, floors have been laid, doors and windows supplied, and re-decoration carried out. The one-storey block nearest the sea has also been made weather proof, supplied with doors and windows, and whitewashed. Part of the paving of the court has been relaid, and a movable cook-house was completed. The dilapidated two-storey block opposite the rest-house has been largely cleared of vegetation and rubbish, preparatory to repair and partial reconstruction.

Work upon Fort St. Anthony at Axim has included the removal of decayed wooden structures, clearance of rubbish, repairs to masonry, and whitewashing, while all preparations were completed for the rehabilitation of the seaward block, the original Factor's House.

Officers of the Monuments and Relics Commission inspected a number of other forts in the Colony and drew up programmes of repair to two of these buildings. They also inspected monuments in Ashanti, Togoland and the Northern Territories, and have recommended the proclamation of some of these structures as national monuments. In preparation for similar action, the curtileges were agreed of various castles and forts in the Colony, and investigations have been undertaken at others. The photographic survey of monuments was greatly augmented. A study of Dixcove Fort was made, and similar work begun at other buildings, with a view to the publication of both detailed reports and popular guides. For the care of portable relics, the Commission have availed themselves of the services of the National Museum and the Department of Archaeology in the University College.

SPORT

The Gold Coast Amateur Sports Council has benefited from the Ordinance declaring it an official body. It carries out its work through a Standing Committee, which is representative of the affiliated bodies of the Council, and which, subject to the statutory powers of the Council's Finance Committee, exercises full powers in implementing the policy of the Council. One of its main functions is to co-operate with the affiliated governing bodies of amateur sport.

The Accra Stadium was officially declared open on 27th September, 1952 ; but it was not till February, 1953, that the contractors handed it over to the Sports Council. Since then it has been the venue for important football matches, including a match between the Gold Coast and Nigeria. Most athletic meetings have been held there, and hockey, amateur boxing, and girls' netball have also figured in its list of fixtures. The six new tennis courts at the stadium were opened by the Governor in September.

In October the Gold Coast defeated Nigeria by one goal to nil in a keenly contested inter-territorial soccer match played at Accra.

The new Kumasi racecourse was opened during the year. It is equipped with a modern totalisator unit.

PART III

Chapter 1 : Geography and Climate

GEOGRAPHY

THE Gold Coast owes its name to the pioneers of trade and adventure of the fifteenth and sixteenth centuries who found gold to be in common use amongst the local inhabitants of that part of the coast of Guinea. The present area of the Gold Coast includes three distinct territories, the Colony, Ashanti and the Northern Territories, while a narrow strip of Togoland, held under mandate from the League of Nations since 1919 and placed under Trusteeship in 1946, is also administered by the Gold Coast Government.

The whole area lies between $1^{\circ} 12'$ east and $3^{\circ} 15'$ west longitude and $4^{\circ} 45'$ and $11^{\circ} 11'$ north latitude and is bounded on the south by the Gulf of Guinea, on the east by Togoland under French trusteeship on the north and west by Haute Volta and on the southern part of its western border by the Ivory Coast. The total area is approximately 91,842 square miles and is made up as follows :

Gold Coast Colony	.	.	.	.	23,937 sq. miles
Ashanti	.	.	.	.	24,379 „ „
Northern Territories	.	.	.	.	30,486 „ „
Togoland under United Kingdom Trusteeship	.	.	.	.	13,040 „ „
					<hr/>
					91,842 „ „
					<hr/>

The 334 miles of coast consist generally of a low sandy foreshore on which the Atlantic swell breaks almost unceasingly. Lagoons of brackish or fresh water are scattered along the littoral, separated from the sea by narrow strips of sandy soil. They are particularly large and numerous at the eastern end in the neighbourhood of Ada and Keta.

Of the rivers flowing into the sea, only the Ankobra, Pra and Volta have permanently open mouths and these are guarded by shallow bars.

The coastal area consists mostly of scrub land—much of it heavily farmed—which gives way east of Accra to open plains, until these in turn give way to the lagoons in the neighbourhood of the Volta mouth. At the western end, the forest belt comes close to the sea. Inland this forest belt extends northwards along the western border of the Colony and into Ashanti for some 170 miles. This forms the base of a rough triangle, the apex of which is at the junction of the Arfam with the Volta, though a narrow band of forest stretches north and east from here along the Togoland hills. North of the forest belt is an area of orchard bush which dwindles to open park land in the north.

The forest area is broken up into heavily wooded hills which form steep ridges and produce valuable timber. Cocoa is grown in this area, which has a heavy rainfall reaching its maximum at Axim in the south-west. Rivers and streams are plentiful, but all except the largest are seasonal. In the open park land of the north the rivers are dry for most of the year, although pools are formed in the beds of the larger rivers. In the brief rainy season they become torrents flooding the country for several miles around.

The rivers generally are unnavigable except by canoes, although launches and lighters ply on the lower reaches of the Volta, Tano and Ankobra. The largest of these rivers, the Volta, is formed 310 miles from its mouth by the junction of the Black and White Voltas both of which rise in French territory. The White Volta crosses the northern boundary of the Gold Coast near its eastern end; the Black Volta enters the country in the extreme north-west, whence it forms the western boundary for some 170 miles before turning east to join the White Volta 40 miles above Yeji. The mouth of the Volta is constantly shifting and the bar prevents any but small coasting vessels from entering it, although it is navigable for launches up to Akuse some 50 miles from the mouth. Timber logs are floated down the Ankobra for shipment at Axim, and the Ofin is similarly used as far as Dunkwa, where the timber is loaded on to the railway or dealt with at local saw mills.

The one real lake is Bosomtwi, which lies in a deep, almost circular depression 21 miles south-east of Kumasi, and has a diameter of about five miles. Its steep sides form a rim between 600 and 700 feet above the surface of the water from which there is no external drainage. The water reaches in places a depth of 233 feet. There is convincing evidence that this depression is an explosion caldera of volcanic origin.

There are no great mountains in the Gold Coast, half of which is less than 500 feet above sea level, but in the south-western forest belt it is broken up into ridges and valleys, the ridges rising from 600 feet near the coast to over 2,000 feet between Abetifi and Begoro, which lie at the eastern end of the forest belt in the chief range of hills. This range runs from a point some twenty miles north of Accra in a north-westerly direction until it crosses the western boundary into the Ivory Coast. The south-eastern end is formed by the Akwapim Hills, which form a boundary to the scrub of the Accra plains. Most of the range is about 1,500 feet high, but individual peaks reach heights of approximately 2,500 feet. Another range branches north inside the western boundary forming the eastern side of the valley of the Black Volta which cuts it off from its parent range. Its highest points are mostly between 1,000 and 1,100 feet, although one or two are still higher. From the Akwapim Hills in the south-east and on the east side of the Volta, a line of hills stretches up the boundary between British and French Togoland, crossing the border north-east of Kete Krachi. The highest point in the Gold Coast—about 2,900 feet—is in

this range. There is also a range which reaches over 1,300 feet stretching about 50 miles into the Gold Coast from the eastern boundary through Gambaga.

There were four towns at the time of the 1948 census with a population of over 20,000 and seven others with over 10,000. They were as follows :

Accra	135,926
Kumasi (excluding suburban area)	59,420*
Sekondi/Takoradi	44,557
Cape Coast	23,346
Koforidua	17,806
Tamale	16,164
Obuasi	15,876
Winneba	15,171
Keta	11,380
Swedru (Agona)	10,957
Aboso	10,009

* The population of Kumasi including its suburban area was 78,483 in 1948.

CLIMATE

The climate of the Gold Coast resembles that of other territories lying near the equator. As is normal in such latitudes, the weather is mainly seasonal, the climatic variations throughout the year being related to the movement of the sun north and south of the Equator and the corresponding movement of the boundary between the moist south-westerly and dry north-easterly winds.

The moist south-westerlies penetrate farthest north in the northern summer and most of the rainfall of the Gold Coast is associated with these winds. Except in the north, there are two rainy seasons in the year separated by a short comparatively dry spell in July and August and a longer dry season from December to February. During the rainy seasons, especially at their beginning and end, the well-known West African squalls normally occur.

The dry north-easterlies (the Harmattan) penetrate farthest south, sometimes beyond the coastline, during January and February. They frequently bring particles of fine dust from beyond northern Nigeria and cause a haze which may become so thick as to impede navigation on the sea and in the air.

There are four fairly distinct climatic regions in the Gold Coast, namely the coastal belt—warm and abnormally dry ; the south-west corner—warm and wet ; the forest belt—warm and moist ; and the north—hot and dry. This division is illustrated by the figures given in the following table :

<i>Zone</i>	<i>Station</i>	<i>Mean Rain- fall.</i>	<i>Mean Max. Temp.</i>	<i>Mean Min. Temp.</i>	<i>Mean Relative Humidity.</i>
Coastal Belt . . .	Accra	29 ins.	86°F	73°F	84%
South-west Corner .	Axim	83 „	85°F	72°F	86%
Forest Belt . . .	Kumasi	59 „	88°F	70°F	83%
North . . .	Tamale	42 „	92°F	72°F	61%

Chapter 2 : History

The history of the peoples of the Gold Coast before the fifteenth century is derived from obscure traditions and much of their later history is based only on memories preserved in tribal tales and folklore.

Early tribal history is largely based on traditions of movement and of associations with earlier homes. Not even after their coming to the Gold Coast did the tribes abide in any one place, and boundary disputes resulting from the pressure of movement were the occasion of frequent internecine strife.

Among the peoples of the Gold Coast the Akans form the principal group, and there is reason to believe that they arrived in three waves, the origins of their present divisions. According to this conjecture, the first wave consisting of the Guans and kindred peoples came down the Volta valley, and possessed themselves, probably as early as 1200 A.D., of a crescent of land stretching from Bole through Salaga, Krachi, Anum and Accra, as far west as Winneba. The second wave from which the Fantis are descended, seems to have made its way down the Ofin and the Pra, reaching the coast about 1300 A.D., and spreading eastward through Cape Coast until it came in contact with the Guans. The third wave, the source of the Twi peoples, came straight down between the earlier settlers, filling up Ashanti and Akim.

The tribes of the south-east, the Ewes, the Gas, the Adangmes and the Krobos, appear to have arrived after the Akans. Tradition places their original homes in widely scattered parts of what is now Nigeria.

The early history of the Northern Territories is obscure. Part of the area and some of the tribes now living there were probably subject in mediaeval times to one or other of the two great mediaeval Kingdoms of Melle and Songhai in the Western Sudan.

The present inhabitants of the Gold Coast appear therefore to have arrived for the most part during the last seven centuries. There are however, traces of earlier inhabitants, particularly along the coast, where fragments of older tribes speaking languages different from the Akan dialects are still to be found. The older inhabitants were probably either overrun by the Akans or driven southward to the coast. Traces are fairly widespread of a stone age culture, uncon-

nected by any tradition with the present tribes, which may have belonged to older races. The present tribes had a metal culture as far back as European records go. The original trade with the Europeans was for gold, and gold dust was used as currency until the introduction of European coins at the end of the eighteenth century.

The first authenticated landing of Europeans on the Gold Coast was made by the Portuguese in 1471. Such a profitable trade in gold-dust was begun by them that they determined to establish a permanent base on the Gold Coast. Elmina Castle was built in 1482 on land rented from the neighbouring people, and a number of other subsidiary forts were also established. The Portuguese hoped thus to secure a monopoly of the gold trade. Their power in West Africa gradually declined during the sixteenth century, but, despite voyages to the Gold Coast by adventurers of other nations, principally French and English (the first recorded English voyage was made in 1553 by Thomas Windham), the Portuguese domination was not seriously threatened until the appearance of Dutch traders at the end of the century.

The Portuguese had begun to carry slaves from West Africa to Portugal as early as 1441, but this trade languished. By 1510, from the West Indian islands occupied by the Spanish as a result of Columbus's voyages there came a renewed, enlarged and more permanent demand for slaves from West Africa. At first these slaves were supplied by the Portuguese from their possessions in West Africa, but on the Gold Coast preference was given to the trade in gold and other commodities.

The planting of English and French colonies in the West Indies in the early years of the seventeenth century and their increasing concentration on the production of slavegrown sugar led to an increased demand for slaves from West Africa. This demand was met initially by the operations of the Dutch West India Company. The Company captured Elmina in 1637 and by 1642 had driven the Portuguese from the Gold Coast.

Other European nations hastened to engage in this trade, which the Dutch had pioneered from the Gold Coast to the sugar plantations of the West Indies. They normally followed the Dutch model granting monopolies of the trade to companies expressly designed to supply their own and other West Indian islands. Among these nations were the Swedes (c. 1640–57), the Brandenburgers (1682–1708), the Danes (from 1642) and the English, who established their headquarters at Cape Coast Castle in 1662.

The British abolished their slave trade in 1808. The Danes had already abolished their slave trade in 1804 ; the Dutch trade was abolished in 1814 ; and by the middle of the nineteenth century most other European nations had been induced, principally by Britain and her naval anti-slave trade patrols, to follow this example.

English trade with the Gold Coast from 1618 to 1820 was conducted by a series of companies chartered by the King or set up by Acts of Parliament, but opposition in England to royal monopolies led to the

passing of an Act in 1698 which opened the coast trade to all His Majesty's subjects for thirteen years, and granted the then existing Company the right of levying a 10 per cent duty to defray the cost of maintaining the forts and garrisons for the general protection of commerce. This duty was, however, evaded and the cost of upkeep fell on the Company which, no longer able to compete with private traders, began to decline. In 1712 the Act was renewed, but the Company's position became impossible, and in 1730 Parliament voted an annual allowance of £10,000 towards the upkeep of the forts. The Company was replaced in 1750 by the African Company of Merchants and an Act of Parliament transferred the forts and possessions to the new Company and provided for an allowance of £10,000 to £15,000 a year, for the maintenance of the forts. Membership of this Company was open to all British merchants.

The Company's principal local officer was the Governor at Cape Coast who had under him Commandants in the other forts. In these forts were the Secretaries and Writers, Factors and military garrisons. The Company carried on satisfactorily until the abolition of the slave trade in 1808, but the agitation for the abolition of the trade directed a good deal of attention in England toward the cost and the Company came under criticism. The growing power of the Ashantis and their periodical incursions also began to hamper the internal trade on which the forts depended and in 1819 it was decided that the government of the settlements should be vested in the Crown. An Act of Parliament was accordingly passed in 1821 which dissolved the Company, transferred its possessions and forts to the Crown and placed them under the Governor of Sierra Leone.

This assumption by the Crown of control over English interests in the Gold Coast raised difficult issues as to the exact nature of the relationship between the English Crown and the people of the Gold Coast. The history of the latter had been marked from the beginning by recurrent tribal warfare. Many of the coastal tribes, though interested in trade, were so small and poorly organised that neighbouring tribes, led by warlike and ambitious leaders, did not hesitate to attack them in the quest for that most highly prized of commodities, the slave. Of these warlike tribes the Ashantis were the most prominent and their power overshadowed the land for over two centuries. The confederacy of Ashanti tribes on which this power was based had already become influential by 1640 : Osei Tutu, who became King in 1698, founded Kumasi and raised it to pre-eminence. Legend has it that during his reign Akomfo-Anotchi, the fetish priest, plucked the Ashanti Golden Stool from the sky and told the people that it contained their national soul ; this belief has inspired the Ashantis down to the present time.

By the end of the eighteenth century, the Ashantis' power, confined in Osei Tutu's reign to a small area round Kumasi, was supreme over a wide territory. The Ashantis did not, however, attempt any permanent occupation of the lands under their sway, nor did they establish in them any effective administration. The exaction of tribute was

their first concern, and they were always prepared to march against any who refused to pay or rebelled against their sovereignty.

By the beginning of the nineteenth century, the Ashantis were beginning to look south and the Fanti tribes, who now became the object of their attacks, turned for protection to the British. In 1806 began the series of seven Ashanti wars, which ended only with the campaign of 1900. The first three, though waged for the most part only between the Ashantis and the southern tribes whose lands they had invaded, led to some conflict with the British and seriously interfered with trade.

By the treaty which was made with them in 1817, the Ashantis undertook not to attack the tribes allied to the British without first lodging a complaint with the Company's Governor. Failure to take action when a complaint was subsequently laid caused the Ashantis to repudiate the treaty.

Relations between the British and the Ashantis were still strained in 1821 when the Home Government, after dissolving the Company by Act of Parliament, assumed direct control of the settlements and placed them under the Governor of Sierra Leone. When the Governor of Sierra Leone, Sir Charles McCarthy, arrived in the Gold Coast in 1822 he ignored the Ashantis and strengthened his ties with the Fantis. This policy was regarded as hostile by the Ashantis and they went to war, defeating the small English force and the Fanti levies at Insamabkow in 1824. The Governor was killed. Although the British and their allies retaliated by defeating the Ashantis at Dodowa in 1826, the British Government decided to order the withdrawal of its forces from the coast, though it agreed to authorise a Committee of Merchants in London to administer the forts through the Committee's own Governor in Cape Coast.

Captain George Maclean, the new Governor, made peace with the Ashantis (1831) and considerably increased British influence with the coastal peoples through informal arrangements with the Fanti tribes by which the latter agreed to submit some of their legal disputes for the decision of British judicial officers. Maclean's policy led to an increase of trade to the advantage both of the British merchants and the peoples of the Gold Coast, but his increased jurisdiction depended in large measure on the excellent personal relationships he had established with the Fanti chiefs and was of doubtful legality. In 1843, therefore, the Crown resumed direct responsibility for the British settlements on the Gold Coast. Under the authority of the British Settlement and Foreign Jurisdiction Acts of the same year, a series of eleven treaties, or "bonds", was negotiated between the British authorities and the Fantis and other tribes which regularised the exercise of a limited British jurisdiction over them.

From 1843 to 1850, the British settlements on the Gold Coast were administered by a Lieutenant Governor under the Governor of Sierra Leone. In the latter year, however, the Gold Coast was constituted a separate colony with its own Legislative Council. A Supreme Court was established by Ordinance in 1852. At this time the Colony con-

sisted only of the forts and settlements ; the Fanti lands were thought of only as "protected territory".

After the death of Maclean (1847), British relations with the Fantis and Ashantis began to deteriorate and trade and revenue both declined. The existence of Dutch and Danish forts alongside the British made it virtually impossible to use the British customs as a source of revenue, a serious handicap in view of the new responsibilities arising from the treaties with the Fantis. Purchase of the Danish forts alone in 1850 did not have the expected effect of improving the position, and the attempt to collect the poll tax authorised by a self-constituted Fanti Legislative Assembly in 1852 produced more trouble than revenue. Together with a fifth Ashanti War in 1863-65, these difficulties led the British Government to contemplate the abandonment of their Gold Coast settlements, and, in 1865, as a step towards this ultimate aim, the settlements were again placed under the Governor of Sierra Leone.

In 1872, however, it became possible for the British Government to take over the Dutch forts. Difficulties arising out of the transfer of Elmina and other matters led to a sixth Ashanti War (1873-74), whereupon the British Government at length decided to try to destroy the Ashanti threat to the coastal tribes. Sir Granet Wolseley was sent out as Governor and Commander-in-Chief with a large body of troops from Britain and the West Indies. He drove the Ashantis from the areas south of the Pra, pursued them into the heart of their country and razed Kumasi to the ground. By a treaty of peace made at Fomena, the Ashantis undertook to maintain perpetual peace, to pay an indemnity, to withdraw their forces from the south and to abandon all claims upon it, and to allow freedom of trade.

As a consequence of the events of 1872-74, the British Government decided that the Gold Coast needed not only protection but also the regular and permanent administration which the departure of the Dutch had made practicable. In 1874, therefore, a new Colony of the Gold Coast and Lagos was constituted. The Colony was limited to the forts and settlements, but other territory under British influence was declared a protectorate which, in 1874, was the subject of an Order in Council under the Foreign Jurisdiction Act. A Legislative Council was constituted with power to legislate for an undefined area. In 1886 Lagos became a separate Colony. The boundaries of the Gold Coast Colony and Protectorate were, however, still undefined. In 1895 the term "protectorate" was abandoned and all territory in the Gold Coast under the Queen's Jurisdiction was described as a "Colony".

Difficulties with the Ashanti did not, however, end in 1874. In 1881 another dispute led to the despatch of Government troops to Prasu to protect the colony. Differences were temporarily settled after prolonged negotiations, but the Ashantis still constituted a threat to the peace of the land. The Governor finally charged the Ashantis with violating the treaty of Fomena, with molesting traders, with failing to keep open the roads to the coast and with continuing to sacrifice human beings. He demanded that they should receive a British

Resident and pay an indemnity. The Ashantis failed to comply with this ultimatum and a British force marched to Kumasi in 1896, removed to Cape Coast King Prempeh and his principal followers and deported them to the Seychelles. The campaign was bloodless, but the Ashantis were by no means reconciled to the loss of their leaders, and when Sir Frederick Hodson the Governor, at a formal meeting with the Ashantis at Kumasi in March, 1900, demanded the surrender of the Golden Stool, the Ashantis rose in rebellion and a difficult campaign followed which pacified the country, established law and order and made trade safe. In 1924 Prempeh was allowed to return from the Seychelles and was installed as Kumasihehene in 1926. His successor was made Asantehene in 1935.

About 1896, the British, impelled not only by the advance of the French and Germans into the hinterland of the Ivory Coast, Togoland and Dahomey, but also by the depredations of the slave raider Samori, concluded treaties of trade and protection with several tribes north of Ashanti and established a protectorate over the area now known as the Northern Territories. Boundary Commissions in 1898 and 1899 delimited the borders of the Gold Coast and neighbouring French and German territories. After the war of 1914-18, part of the German Colony of Togo was placed under British administration by a mandate of the League of Nations and has been governed as part of the Gold Coast ever since.

After the last Ashanti War, Britain assumed full responsibility for the Government of the Gold Coast and its hinterland. In 1901 Orders in Council were made which declared as a Colony by settlement all territories south of Ashanti ; declared Ashanti a colony by conquest, and the Northern Territories a protectorate under the Foreign Jurisdiction Act of 1890. The year 1901 thus marks a distinct break with the past and the beginning of a new chapter in Gold Coast history. During the succeeding years attention has been increasingly devoted to the establishment of law and order and an adequate judicial system, economic and social progress, and to political and constitutional development designed to fit the Gold Coast people to take their place in the community of nations.

By a new constitution promulgated in 1925 the old Legislative Council, which until then had consisted of *ex officio* and a few nominated members, was replaced by a council which retained an *ex officio* majority but also incorporated elected members. Some of these elected members represented municipal areas and the others were elected by councils of chiefs set up for the purpose. The authority of the council was limited to the Colony.

A second constitutional change which took place in 1946 introduced a non-official majority for the first time in any African colonial legislature. Representation was broadened to include Ashanti and, subsequently, Southern Togoland, but the Governor continued to legislate alone for the Northern Territories.

The third and most fundamental constitutional change came into effect in 1951. By this new constitution there was set up an Executive

Council consisting of three *ex officio* Ministers and eight Representative Ministers approved by the Legislative Assembly on the recommendation of the Governor. Of the 84 members of the Assembly, 75 are elected by various forms of popular franchise to represent the chiefs and the people. Provision is made for each Minister to be responsible for a number of Government Departments ; and, to facilitate the introduction of a ministerial system of Government, the Secretariat was reorganised into ministries during 1950. Early in 1952 the constitution was amended to provide for the appointment of a Prime Minister, Dr. Kwame Nkrumah, leader of the Convention People's Party, became the first Prime Minister and held office for the rest of the year.

The social and economic history of the Gold Coast in the twentieth century has been affected in particular by the spread of education and the development of the cocoa industry.

The prosperity of the various African companies for nearly four centuries depended in a large measure on the slave trade. Its suppression in the nineteenth century, coinciding with the Ashanti wars, reduced commerce on the coast to straits from which it revived only temporarily when the security of Captain Maclean's administration fostered the development of the palm oil trade. Vegetable oils remained for several decades one of the principal objects of commerce on the coast. This and other trades were, however, displaced in importance by the cocoa industry which from small beginnings rapidly expanded in the twentieth century until the Gold Coast became the world's largest producer, and cocoa the key to the country's prosperity. This prosperity is being threatened by swollen shoot, a serious and contagious virus disease of cocoa whose depredations constitute a grave menace to the economy of the country. A strenuous campaign based on the best scientific advice and research is being waged by the Government, and slow but steady progress is being made in the eradication of the diseased trees and the rehabilitation of the devastated areas.

From the days of the Portuguese, gold attracted to the coast adventurers of many nations. Towards the end of the nineteenth century deep mining for gold was introduced by European companies and, in spite of some failures, production steadily rose from 7,237 fine oz. valued at £32,866 in 1880 until 1939 when the value of gold exported amounted to £3,910,757 or 26 per cent of total Gold Coast exports. In recent times the prosperity of the Gold Coast has been increased by the discovery and working of diamonds, manganese and bauxite, and by the rapid expansion of the timber industry.

Takoradi Harbour, built during the Governorship of Sir Gordon Guggisberg and opened in 1928, has become the economic gateway of the country and contributes greatly to its prosperity and development.

The pioneers of education in the Gold Coast were the Wesleyans and Basel (Presbyterian) Missions of the early nineteenth century. They were followed by many others, the Anglican and Roman Catholic Churches being prominent among them. Education was for many years left entirely to the missions, assisted in the latter part of the

century by increasing subventions from the Government. Throughout the present century the Government, while continuing its aid to the missions, has also built many schools of its own, and Native Authorities have taken an increasingly prominent part in the extension of schooling facilities. The Government has in these and other ways pursued a policy of wide educational expansion of which the opening of Achimota College in 1924 afforded remarkable evidence, and the establishment of the University College in 1948 and the Kumasi College of Technology in 1952 a proof of continued progress.

Chapter 3 : Administration

As has been seen the year 1953 saw preparations being made for a new constitution for the Gold Coast. The existing constitution is contained in Letters Patent dated 19th December, 1950, in Royal Instructions dated 26th December, 1950, and in the following Orders in Council :

- The Gold Coast (Constitution) Order in Council, 1950 ;
- The Northern Territories of the Gold Coast Order in Council, 1950 ;
- and
- The Togoland under United Kingdom Orders in Council, 1949 and 1950.

The Legislature

The Gold Coast Legislative Assembly consists of a single chamber in which all areas of the Gold Coast and Togoland under United Kingdom Trusteeship are represented and whose authority extends to all those areas.

The composition of the Legislative Assembly is as follows :

- A Speaker* ;
- 29 members representing the Colony (excluding the Trans-Volta/Togoland Region)—4 Municipal Members, 16 Rural Members and 9 Territorial Members ;
- 19 members representing Ashanti—1 Municipal Member, 12 Rural Members and 6 Territorial Members ;
- 19 members representing the Northern Territories and the Northern Section of Togoland ;
- 8 members representing the Trans-Volta/Togoland Region—5 Rural Members and 3 Territorial Members ;
- 3 *Ex officio* members ;
- 6 Special Members representing commercial and mining interests (only two of these members have votes).

The principal qualifications for a candidate for election to the Legislative Assembly are that he must not be the holder of a public office and must be a British subject or protected person of 25 years of age or

* The constitution does not require the Legislative Assembly to elect one of its own members as Speaker and in fact the Speaker was not a member of the Assembly at the time of his election.

more ; he must be able to speak and to read the English language sufficiently to enable him to take an active part in the proceedings of the Assembly.

Elections in the municipalities are direct ; in rural areas of the Colony and Ashanti they are carried out in two stages by means of electoral colleges ; and in the Northern Territories and Northern Section of Togoland all the representatives are elected by a single electoral college of 120 persons. Each stage and each type of election is by secret ballot.

The Legislative Assembly has adopted Standing Rules and Orders which lay down a procedure broadly similar to the practice in the United Kingdom Parliament. The constitution provides for a general election at least once every four years. The first general election was held in 1951.

The constitution empowers the Governor, with the advice and consent of the Legislative Assembly to make laws for the peace, order and good Government of the Gold Coast. There are however two important limitations to this power : first, no law may make persons of any racial community liable to disabilities to which persons of other such communities are not made liable ; secondly, laws repugnant to the Trusteeship Agreement for Togoland are void in Togoland.

Any member of the Legislative Assembly may introduce any bill or motion except that the consent of the Governor is required for any bill or motion which amounts to a money measure, affects the salaries or conditions of public officers or determines constitutional questions affecting traditional authorities. Government bills are introduced by Ministers : the Legislative Assembly debates them and may approve, modify or reject them.

As will be seen in the next section, the Legislative Assembly plays a part in the appointment and removal of Ministers.

A list of the members of the Legislative Assembly at the end of the year will be found at the end of this Chapter.

The Executive

The Executive Council consists of the Governor as President, the Prime Minister, three *ex officio* members and not less than seven other representative members. The Executive Council is commonly referred to as the Cabinet and both *ex officio* and representative members are commonly called Ministers.

The *ex officio* members are the Chief Secretary, who is also Minister of Defence and External Affairs ; the Attorney General, who is also Minister of Justice ; and the Financial Secretary, who is also Minister of Finance. The representative members hold the other portfolios between them : the allocation of portfolios and the holders of each at the beginning and end of 1952 are given in the table at the end of this chapter.

In the appointment of the Prime Minister the Governor proposes a name for appointment and the Assembly resolves whether or not the Governor's choice is to be approved. The approval of the Assembly having been given, the Governor appoints the Prime Minister and then

seeks his advice on the choice of the other Representative Ministers. These in turn require the approval of the Assembly before they can be appointed by the Governor. Once the members of the Cabinet are appointed portfolios are allocated by the Governor after consultation with the Prime Minister. Portfolios normally carry with them the direct responsibility for one or more Government Departments.

The Assembly may by a two-thirds majority request the Governor to revoke the appointment of any representative member of the Executive Council and the Governor must then revoke the appointment. The Governor may also revoke the appointment of a representative member if, after consultation with the Prime Minister, he considers that the appointment should be revoked and such action is approved by the Executive Council.

The constitution provides for a Minister to have to assist him a Ministerial Secretary, appointed from the Assembly, whose functions are roughly the same as those of a Parliamentary Under Secretary in the United Kingdom, and a Permanent Secretary who is a senior civil servant and who, under the general direction and control of his Minister, exercises supervision over the departments for which his Minister is responsible.

The Executive Council is the principal instrument of policy for the Gold Coast and Togoland under United Kingdom Trusteeship. The Governor must consult the Executive Council in the exercise of all his powers except in the case of a strictly limited number described below. Decisions are taken in the Executive Council by simple majority and the Governor must act in accordance with the advice of the Executive Council except as set out in the Royal Instructions. These provide that the Governor may, with the prior approval of the Secretary of State, or without such approval if urgent necessity so requires, act against the advice of the Executive Council if he considers it "expedient in the interest of public faith, public order or good government".

No bill becomes law until the Governor has assented to it in Her Majesty's name or Her Majesty has given her assent, and any law to which the Governor has given his consent may be disallowed by Her Majesty. The Governor is prohibited from assenting to bills which fall within certain classes without having obtained Her Majesty's instructions. The chief of these classes are bills for the divorce of married persons ; bills affecting currency or banking ; imposing differential duties ; inconsistent with treaty obligations ; affecting the control of Her Majesty's Armed Services ; or prejudicing the trade, transport or communications of Her Majesty's dominions or protectorates. Moreover the Governor must reserve for Her Majesty's pleasure any bill inconsistent with the constitution and any bill which regulates the privileges, immunities or powers of the Legislative Assembly or its members.

The Royal Instructions provide for the exercise of pardon in capital cases and a Committee of the Executive Council has been set up to advise the Governor on capital cases.

Provision has been made for the exercise by the Governor in certain

circumstances of reserved powers. If the Governor considers that it is expedient in the interests of public order, public faith or good government that any bill introduced or motion proposed in the Assembly should have effect and if the Assembly fails to pass such bill or motion within such a time and in such form as the Governor may think reasonable and expedient, the Governor may declare that the bill or motion shall have effect. The expressions "public order, good faith or good government" in this context include the responsibility of the Gold Coast as a territory within the British Commonwealth of Nations and all matters pertaining to the creation or abolition of any public office or the salary or other conditions of service of any public officer. The Governor may not make any such declaration except in accordance with the following conditions :

- (a) in accordance with a resolution of the Executive Council ; or
- (b) if the Executive Council, having been consulted, fails to resolve that the declaration be made, then the Governor may make the declaration without submitting the question to the Secretary of State, if, in the Governor's opinion urgent necessity demands that the declaration be made without obtaining the authority of the Secretary of State, but he must immediately report this action to the Secretary of State.

The Governor has so far had no occasion to use his reserve powers.

The Civil Service

The Order made by the Governor in 1952 establishing a Local Civil Service for the Gold Coast was carried into effect during the year. By virtue of this Order all members of what was formerly the junior service, all Africans appointed to the public service since the 1st November, 1952 and all overseas officers appointed or re-appointed to the public service on non-pensionable or contract terms are members of the Local Civil Service. African officers appointed to the former senior service prior to conversion to the new civil service structure introduced in 1952 on the authority of the Secretary of State remain in the Colonial Service unless they opt to join the Local Civil Service. So far about half the 500 Africans affected have so opted.

By recent amending Order, overseas officers can be appointed on pensionable terms specifically to the Local Civil Service, in cases where contract terms fail to secure recruitment to posts which should not in the public interest remain unfilled.

The conditions of service for officers holding parallel posts in both the Local Civil Service and the Secretary of State's Service remain the same. There is no difference in procedure in matters of discipline or promotion as between one type of officer and the other, but there is no appeal from the Governor's decision in the case of an officer in the Local Service, whereas the Secretary of State continues to have ultimate authority in the case of officers in his Service.

The introduction of the Local Civil Service has thus made it possible to bring the bulk of the Civil Service in the Gold Coast under local control. Schemes of Service for all Departments are now being

prepared which are more closely related to the local recruitment field and to the local educational facilities. The foundation has been laid for the building up a Gold Coast Civil Service compatible with the status of the Gold Coast under a more advanced constitution.

Among the more immediate effects of the changes described above is a marked expansion of the scope of the activities of the Recruitment and Training Branch of the Chief Secretary's Office. Through the maintenance of the closest contact with the Liaison Staffs in the United Kingdom and the United States of America an up-to-date record is kept of Gold Coast students in overseas institutions of higher learning. This is having a very favourable effect on the programme of Africanisation of the Public Service. The training section of the Branch has been formed and has begun to function as a self-contained unit. The activities of this unit and its plans for the future are to be examined by a team of United Kingdom Civil Service training experts who are to come to the Gold Coast on a special visit.

External Relations

The Gold Coast is represented in the United Kingdom by a Commissioner with an office in London. The first African to hold this appointment was designated during the year and is expected to take up the appointment early in 1954. He is Mr. T. M. Kodwo Mercer, who was formerly Chairman of the Cocoa and Agricultural Produce Marketing Boards.

The Trade Commissioner is the head of one branch of the Commissioner's Office. Another branch, under a Supervisor of Students, was set up during the year to take over the student liaison functions formerly being performed in the Colonial Office. An Adviser on Recruitment is to be appointed to deal with the recruitment from the United Kingdom contract staff to fill civil service and development posts. He will perform similar functions for statutory bodies which desire him to do so.

New premises were acquired during the year at No. 13 Belgrave Square. It is expected that early in 1954 the Commissioner, together with the trade and recruitment branches, will move to these new premises while the students liaison branch will occupy the offices at present used by the Commissioner in Melbourne House, Aldwych. This branch will also occupy offices at Manchester and Exeter.

The Gold Coast was represented at the Coronation of Her Majesty by a delegation of four which included the Ministers of Local Government and Labour. The party which visited Canada included the Ministers of Commerce and Industry and Education and Social Welfare : this party was received by Mr. St. Laurent, the Canadian Prime Minister.

Regional Administration

As a result of the re-organisation which took place during 1953 the Gold Coast and Togoland under United Kingdom Trusteeship are administered as six regions. There are two large regions in the centre

and the north, the first consisting of Ashanti and the second of the Northern Territories Protectorate and the Northern Section of Togoland : these are administered by Chief Regional Officers. The former Accra District of the Gold Coast Colony has now been constituted as a separate region under a Senior Government Agent and the remainder of the Colony is now divided into three regions, to the easternmost of which the Southern Section of Togoland has been added. These three regions, called Western, Eastern and Trans-Volta/Togoland, are administered by Regional Officers. The headquarters of the regions are Northern : Tamale, Ashanti : Kumasi, Western : Cape Coast, Eastern : Koforidua, and Trans-Volta/Togoland : Ho.

The Council for the Trans-Volta/Togoland region, for which legal provision had been made in 1952, was established during the year. Its membership consists of two representatives elected by each district council and one representative elected by each local council in the region, each local council representative having one vote for every 5,000 head of population in his council area. Three sessions were held during the year of which one was addressed by the Prime Minister. The Council is a deliberative body without executive or legislative functions. Its first main task was to decide what allocation it would advise the Government to make of the special £1,000,000 development grant for the region.

The Northern Territories also has an elected Council and the Governor and the Prime Minister met the members in Tamale in May to discuss with them the implications of the proposed constitutional advance in the Northern Territories and to hear the views of the Council and of the Northern Territories chiefs on this matter. The gathering which took place at that time was the largest and most impressive that the Northern Territories has seen.

The Joint Provincial Council, which covers the Eastern, Western and Accra regions of the Colony, and the Asanteman Council in Ashant elected territorial Members of the Assembly, a function which they will lose under the new constitution. The Joint Provincial Council is granted by law general deliberative functions while the Asanteman Council, subject to certain powers vested in the Governor, is the highest authority within the Ashanti Confederacy on customary law, with jurisdiction, both original and appellate in 'constitutional' matters (i.e. relating to customary law and the position of chiefs).

*Local Government**

By the end of 1953 the old Native Authorities had almost everywhere been replaced by a network of Local and Urban Councils, two-thirds of the members of which were elected by all persons liable to pay the basic rate (see Part II, Chapter 3) and one-third appointed by the local traditional authorities. In addition District Councils, based on the same proportion of representative and appointed members, had been

* For a more detailed description of the new local government system see Appendix I of the Report for 1952.

established throughout the Northern Territories, Ashanti and Trans-Volta/Togoland. In the Western Region of the Colony it had not been found possible to establish any District Councils but two had been set up in the Eastern Region. By the end of 1953 only three Native Authorities remained, two in Ashanti, and one for the rural area of the Ga State surrounding Accra.

The development of the new elected councils has not been without difficulties, particularly in the Colony, and eight Local Councils out of a total of 222 had to be suspended and their functions transferred to Committees of Administration appointed by the Minister for Local Government. These difficulties originated mainly from the suddenness of the transfer of power from the Native Authorities, which were based on the ancient system of rule by chiefs to elected members who in the first flush of enthusiasm did not always appreciate the difficulties of Local Government. Again, particularly in the Colony, some Local Councils took over from Native Authorities in areas where for various reasons there had not been efficient units of local government in the past, and their desire to see that local revenue was increased brought them up against the people who had not been accustomed to contributing adequately for local services. On the whole, however, the new councils settled down well, but it became evident that they must be allowed a further period of consolidation before taking on more functions.

The pacification of the Anlo area after the disturbances at the beginning of the year has been marked by the successful collection of the annual rate there for the first time. Thirty-eight area or village committees have now been established in six different local council areas in the district with the object of stimulating local enterprise and development by the collection of special rates for specific local projects administered by these committees.

In order to bring home to the people the desirability of supporting their local authorities, and to lead councillors themselves to more understanding of what they should do, a local government publicity campaign was launched towards the end of 1953 with the full support of the ministries and departments concerned and the political parties. It is too early yet to say how successful the campaign (which will continue) has been, but first reports are favourable.

The Municipal Councils Ordinance was enacted in 1953, providing for a reform of Town Councils similar to that of Native Authorities. The new Councils were to be based on the same proportion of elected and appointed members as in the case of Local Councils, and there is no provision for members appointed by the Government or commercial interests. In each Municipality the President is to be the local Paramount Chief, with exclusively honorary functions, the chairman being elected by the Councillors themselves. By the end of 1953 only one Municipal Council, that of Accra, had been established under the new Ordinance.

The Local Government Training School at Accra continued to provide short intensive training for local government staff, and a total

of 170 students were admitted. Eight of the successful students attended a course of advance training in the United Kingdom, extending over six months and consisting largely of practical experience in the working of local authorities.

A modified training course better suited to the needs of the Northern Territories were held during the year at Gambaga and in the light of the experience obtained it has been decided to open a branch of the school at Tamale.

As an example of the development of local government the following figures are quoted showing the actual revenue and expenditure of local authorities in Ashanti in recent years :

			<i>Revenue</i>	<i>Expenditure</i>
			£	£
1946-47	.	.	264,500	235,476
1948-49	.	.	468,673	387,413
1950-51	.	.	709,373	641,000
1952-53	.	.	990,459	970,037
1953-54 (estimate)	.	.	1,436,707	1,531,592

MEMBERS OF THE GOLD COAST CABINET IN 1953

At 1st January

President : His Excellency Sir Charles Arden-Clarke, G.C.M.G., Governor and Commander-in-Chief.

Prime Minister : The Honourable Dr. Kwame Nkrumah.

Chief Secretary and Minister of Defence and External Affairs : The Honourable R. H. Saloway, C.M.G., C.I.E., O.B.E.

Attorney General and Minister of Justice : The Honourable P. F. Branigan, Q.C.

Minister of Finance : The Honourable R. P. Armitage, C.M.G., M.B.E.

Minister of Education and Social Welfare : The Honourable Kojo Botsio.

Minister of Agriculture and Natural Resources : The Honourable A. Casely-Hayford.

Minister of Commerce and Industry : The Honourable K. A. Gbedemah.

Minister of Local Government and Housing : The Honourable E. O. Asafu-Adjaye.

Minister of Communications and Works : The Honourable J. A. Braimah.

Minister of Health : The Honourable T. Hutton-Mills.

Minister of Labour : The Honourable A. E. Inkumsah.

At 31st December

President : His Excellency Sir Charles Arden-Clarke, G.C.M.G., Governor and Commander-in-Chief.

Prime Minister : The Honourable Dr. Kwame Nkrumah.

Chief Secretary and Minister of Defence and External Affairs : The Honourable R. H. Saloway, C.M.G., C.I.E., O.B.E.

Attorney General and Minister of Justice : The Honourable P. F. Branigan, Q.C.

Minister of Health : The Honourable T. Hutton-Mills.

Minister of Agriculture and Natural Resources : The Honourable A. Casely-Hayford.

Minister of Local Government and Housing : The Honourable E. O. Asafu-Adjaye.

Minister of Commerce and Industry : The Honourable K. A. Gbedemah.

Minister of Education and Social Welfare and Minister responsible for Communications and Works : The Honourable Kojo Botsio.

Minister of Labour : The Honourable A. E. Inkumsah.

Minister responsible for Finance : The Honourable K. C. Tours.

MEMBERS OF THE LEGISLATIVE ASSEMBLY

(as at 31st December, 1953)

The Speaker—Sir Emmanuel Quist, Kt., O.B.E.

COLONY (excluding Trans-Volta/Togoland Region)

Municipal Members

Accra :	Dr. Kwame Nkrumah, Prime Minister and Minister of Development T. Hutton-Mills, Minister of Health
Cape Coast :	K. Amponsah Dadzie
Sekondi/Takoradi :	J. K. Lamptey

Rural Members

Agona :	E. K. Bensah, Ministerial Secretary, Ministry of Commerce and Industry
Ahanta :	A. E. Inkumsah, Minister of Labour
Akim Abuakwa :	Dr. J. B. Danquah W. E. A. Ofori Atta
Akwapim-New Juaben :	Ohene-Djan, Ministerial Secretary, Ministry of Finance
Ankobra :	J. B. Erzuah, Ministerial Secretary, Ministry of Education and Social Welfare
Assin-Upper Denkyira :	A. P. Biney
Cape Coast Rural :	J. E. Hagan, Government Whip
Ga-Adangme :	G. P. S. Manieson
Kwahu :	R. A. Ampadu, Ministerial Secretary, Ministry of Defence and External Affairs
Saltpond :	W. E. Arthur
Sefwi :	A. Woode
Tarkwa :	E. K. Dadson
Volta River :	A. M. Johnson
Western Akim :	A. E. Attafuah
Winneba :	K. Botsio, Minister of Education and Social Welfare

Territorial Members

Central Group :	Nana Kofi Adu II Nana Kwamin Nkyi XI M. J. Sampson, M.B.E.
Eastern Akan Group :	Nana Ofori Atta II Dr. Ansah-Koi

Ga-Adangme Group :	Nii Kwabene Bonne III Nene Azzu Mate Kole, O.B.E., K.M.C.
Western Group :	Nana Kwamina Anaisie IV R. S. Blay

ASHANTI

Municipal Member

Kumasi :	A. Casely-Hayford, Minister of Agriculture and Natural Resources.
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Rural Members

Adansi :	N. B. Abubekr
Amansie :	A. R. Boakye
Kumasi East :	C. de-Graft Dickson
Kumasi North :	J. E. Jantuah
Kumasi South :	J. K. Donkoh, Ministerial Secretary, Ministry of Health
Kumasi West :	B. F. Kusi
Kumasi North West :	Krobo Edusei, Ministerial Secretary, Ministry of Justice, and Government Chief Whip
Mampong North :	Y. Aukordieh
Mampong South :	Atta Mensah, Ministerial Secretary, Ministry of Communications and Works
Sunyani :	B. Yeboa-Afari
Sunyani North-West :	J. G. Awuah
Wenchi :	B. K. Poku

Territorial Members

Nana Kwame Gyebi Ababio, K.M.C.
E. O. Asafu-Adjaye, Minister of Local Government and Housing
Dr. K. A. Busia
Nana Buakyi Dankwa
Nana Effa Guakuro
C. E. Osei

NORTHERN TERRITORIES (including the Northern Section of Togoland)

L. R. Abavana
A. Afoko
J. H. Allasani, Ministerial Secretary to the Prime Minister and Minister of Development
A. Asumda

J. Awumi
 J. A. Ayinibisa
 M. Bawumia
 J. A. Braimah
 S. Bukari
 B. Dimongso (the Pibra-Na)
 S. D. Dombo (the Douri-Na)
 J. B. Harruna
 A. Imoru, Ministerial Secretary, Ministry of Agriculture and
 Natural Resources
 A. Kanton
 Mahama Bukari (the Demon-Na)
 A. Osumanu
 Y. Tali (the Tolon-Na)
 S. Wala (the Kotua-Na)
 B. Yakubu

TRANS-VOLTA/TOGOLAND REGION

Rural Members

Anlo :	K. A. Gbedemah, Minister of Com- merce and Industry
	J. K. A. Quarshie
Akpini-Asogli :	G. O. Awuma
Buem-Krachi :	J. Kodzo
Peki-Tongu :	P. D. Adjani

Territorial Members

F. Y. Asate, Ministerial Secretary, Southern Togoland
 Ministry of Labour
 S. H. Donkor
 F. K. Fiawoo, Deputy Speaker } Colony

EX OFFICIO MEMBERS

R. H. Saloway, C.M.G., C.I.E., O.B.E., Minister of Defence
 and External Affairs
 P. F. Branigan, Q.C., Minister of Justice
 K. C. Tours, Minister responsible for Finance

SPECIAL MEMBERS

P. H. Fitz-Gerald, O.B.E.	} for Commerce
E. T. Anderson	
W. A. Peters	
H. W. Thomas, C.M.G.	} for Mines
L. H. Bean, M.B.E.	
T. D. Hardy	

Chapter 4 : Weights and Measures

British standard weights and measures are used. Farmers commonly market their cocoa by the "load", which is 60 pounds.

Inspection and testing of weights and measures is carried out by the Gold Coast Police.

Chapter 5 : Reading List

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APPENDIX I

THE GOLD COAST GOVERNMENT'S PROPOSALS FOR CONSTITUTIONAL REFORM

The following is the text of the White Paper published by the Government and approved by the Legislative Assembly in July. The appendices to the White Paper have not been reproduced.

I. INTRODUCTION

As a result of discussions between the Secretary of State for the Colonies and Gold Coast Ministers on constitutional reform the Secretary of State undertook that, when proposals had been formulated by the Gold Coast Government after consultation with the Chiefs and people of the Gold Coast, they would be examined and discussed between Her Majesty's Government and the Government of the Gold Coast.

2. The first step in that consultation was the Statement made by the Prime Minister in the Legislative Assembly on the 16th October, 1952. In that statement, the Joint Provincial Council, the Asanteman Council, the Northern Territories Traditional Authorities and Council, the Trans-Volta Southern Togoland Traditional Authorities and Council, and every political party or group were invited to submit their views in writing both on the specific questions which it was considered should be reviewed, and on any other matters which they might wish to raise. Copies of the Statement were widely distributed throughout the country, the Information Services Department issuing a total of 255,280 copies. It was stated that such representations would be collated and published. It was also stated that, after they had been considered, the Government would formulate its views and embody them in a White Paper for debate in the Assembly.

3. The second stage was reached at the beginning of April, by which time all views on the Prime Minister's Statement were to be received. Representations were in fact forthcoming from 131 Councils, political parties and groups.

4. It should here be mentioned that the Territorial Councils, the two leading Opposition parties and the Gold Coast Trades Union Congress have disagreed with the proposed method of consultation and requested the setting up of a closer form of consultation. With the exception of the Northern Territories Council, which asked for a meeting with the Governor and the Prime Minister, these bodies were in favour of the establishment of a representative committee whose task it would be to collate, examine, and report on the representations which the Government received.

5. This attitude appears to have been due to the fear that the Government would so rigidly have formulated its views by the time of the debate on the constitutional proposals that the spokesmen of these bodies would be unable to influence the final form of the proposals to be made to the Secretary of State. To meet this possible objection the

Government made arrangements for further consultation, and meetings have been held as follows :

- May 27th In the presence of His Excellency the Governor, the Prime Minister met the Northern Territories Council and Traditional Rulers and Northern Territories Members of the Legislative Assembly at Tamale.
- May 28th The Prime Minister met the Executive Committee of the Asanteman Council at Kumasi.
- May 29th The Prime Minister met the Standing Committee of the Joint Provincial Council at Cape Coast.
- June 1st The Prime Minister met severally the Committee of the Ghana Nationalist Party, the Steering Committee of the Ghana Congress Party and representatives of the General Council of the Gold Coast Trades Union Congress at Accra.

At all these meetings the Prime Minister was accompanied by one or more representative Ministers. It is regretted that no consultations could be held with the Trans-Volta Togoland Council, as this Council has not yet been established. The views expressed by Trans-Volta Togoland Traditional Authorities have, however, been fully taken into account.

6. It was made clear in the October Statement that no policy would be formulated by the Gold Coast Government until there had been the fullest opportunity for consultation on the various points at issue. Not only has the Government entered into consultations with the principal Councils and parties which requested them, but it has given the fullest consideration to the Memoranda submitted. It has now formulated its proposals and published this White Paper in order that there may be a debate on the proposals contained in it in the Legislative Assembly. It should be understood that only after the Legislative Assembly debate will the proposals of this Government take their final shape and be communicated to the United Kingdom Government.

II. THE GOVERNMENT PROPOSALS

7. It should be made clear at the outset that the proposals in this White Paper are in respect of the limited transitional period which is necessary in order that the requisite constitutional and administrative arrangements for independence can be made.

The Ex-officio Ministers

8. The overwhelming weight of public opinion is in favour of the Government requesting the Secretary of State to agree to a revision of the existing Constitution in such a way as to ensure that all Ministers shall be representative Ministers. The principal grounds for this demand are that further constitutional advance must be accompanied by the full assumption of responsibility by the chosen representatives of the Gold Coast people and that, while *ex-officio* Ministers have made a valuable and conscientious contribution to the progress of the

country, they cannot by virtue of their status represent the wishes of the people as can African representative Ministers, nor are they answerable to the electorate for their actions.

9. Only the Northern Territories Council has objected to this line of action and it was primarily concerned lest the subjects of Defence and External Affairs should be assigned to a representative Minister. The Government has therefore given special consideration to these subjects in the light of Northern Territories objections and of other factors, which include the responsibility of the United Kingdom Government with regard to the defence and foreign affairs of the Commonwealth, and its special responsibility for Togoland under the terms of the Trusteeship Agreement. Thus a solution has been found which specifically safeguards the disposal of these subjects (*vide* paragraphs 18–22 below) without affecting the general principle regarding the removal of *ex-officio* Ministers.

10. It is accepted by the Government that the Secretary of State for the Colonies should be asked to agree to such revisions of the Gold Coast (Constitution) Order in Council as will ensure that all Ministers who are members of the Cabinet should be representative Ministers and that there should be no provision for *ex-officio* Ministers.

The Representative Minister of Finance

11. With one principal exception the country appears to agree with the views which were set out by the Prime Minister in paragraph 7 of his October Statement. The Northern Territories Council expressed the view that the proposal to appoint an expert adviser to assist the representative Minister of Finance might indicate that a representative Minister was not able to carry out the full duties of the office, and that the time had not yet come for the *ex-officio* Minister to be replaced. The Government does not consider that this view takes sufficient account of the fact that all Ministers must rely to a greater or lesser extent upon their civil service advisers, technical or administrative, but that even so Ministers must bear the full responsibility for their policies.

12. It is therefore the Government's intention that the representative Minister of Finance should receive advice on financial matters from the Permanent Secretary to the Ministry of Finance in the same way as the *ex-officio* Minister does at present. There should also be an Economic Adviser to the Government who would be responsible to the Cabinet through the Prime Minister. He would attend Cabinet meetings when required to do so, but would not be a member of the Cabinet. He should be a person with wide practical experience in dealing with general economic problems. The advice of specialists would be sought *ad hoc* on any specific economic problems which require highly specialised examination.

13. It is agreed that provision should be included in the Constitution for the appointment of an Auditor-General. He should be appointed by the Governor after consultation with the Prime Minister. He should hold office during good behaviour subject to a power of

removal by the Governor on the recommendation of a two-thirds majority of the Legislative Assembly. These provisions also should be included in the Constitution.

14. The salary of the Auditor-General should be a charge on the revenue of the Gold Coast under the Constitution, and should not be subject to an annual vote of the Legislature on the Estimates.

The Representative Minister of the Interior and Justice

15. Opinions regarding this Ministry appeared to differ on the questions :

- (a) whether a Ministry of Justice was necessary,
- (b) whether the posts of Minister and Attorney-General should be held by one person,
- (c) whether the Minister should be a political appointment and the Attorney-General an official (and a legal adviser),
- (d) whether, in order to obtain the services of a distinguished barrister, the Minister should not be recruited from an Upper House.

The Government holds the view that the offices of Minister of Justice and Attorney-General should not be held by the same person, thereby ensuring that there will be no political control of criminal prosecutions.

16. It is agreed that there should be a representative Minister of the Interior and Justice, whose duties would include the following :

- (i) Duties in the Cabinet and in the Assembly, and in Committees thereof, in relation to subjects for which he is responsible.
- (ii) Responsibility for the administration of the Registrar-General's Department, the Stool Lands Boundaries Commission and such other Departments as might be brought under the Minister (*vide* paragraphs 19–22 below).
- (iii) Responsibility for the administration, as distinct from the professional supervision, of the Law Officers' Department and of the Magistracy.
- (iv) The financial arrangements—primarily the Estimates—for the Departments mentioned above.
- (v) The political responsibility for, and formulation of policy with regard to the various matters (other than legal professional matters) dealt with by the Departments referred to above.

17. The Attorney-General should be a civil servant who would attend the Cabinet to give legal advice when required to do so. He would be a member neither of the Cabinet nor of the Assembly. The Attorney-General would be responsible to the Government through the Minister of the Interior and Justice for the administration of his Department.

The Disposal of Subjects in the Portfolio of Defence and External Affairs

18. It is accepted that, with the important exception of the Northern Territories Council, public opinion has expressed itself clearly in favour

of removing all *ex-officio* Ministers. As is stated at paragraph 10 above, the Government also accepts that view. But in order that the detailed implications of this problem may be examined, the Government considers it necessary to define exactly what are the subjects involved.

19. The Government has decided that the following subjects should be distributed among representative Ministers or Ministries :

the Public Service (*vide* paragraphs 47–53 below), Constitutional Matters, Regional Organisations, Aliens, Annual Report, Extradition and Fugitive Offenders, Gold Coast Commissioners (in whatever country), Immigration, Emigration and Repatriation, Tourist Traffic, Liquor Licensing and Ceremonial ; also the Police, except insofar as the Governor will have a special responsibility in matters affecting internal security and the maintenance of public order ; Information Services ; and Printing.

20. In regard to the following subjects :

Consular Matters, External Affairs and the United Nations Organisation with special reference to Togoland under United Kingdom Trusteeship, Naval, Military and Air Forces, Defence and Internal Security, and Police in respect of those matters for which the Governor will have a special responsibility,

it is intended that the proposal should be put forward that the Governor will be responsible and will be assisted in regard to the discharge of his responsibilities for these subjects by an Advisory Committee of which the Prime Minister, the Minister of the Interior and Justice and one other Minister should be members.

21. It is proposed that to help him in carrying out these and other duties the Governor should have a Deputy, who would act as Governor in his absence from the country.

22. The Prime Minister would deal in the Legislative Assembly with all those subjects mentioned in paragraph 20 above except the Police, and this subject would be dealt with by the Minister of the Interior and Justice.

23. The Government proposes to extend the representation of Gold Coast interests to countries other than the United Kingdom by the appointment of Gold Coast Commissioners. The Gold Coast representatives would not necessarily be Trade Commissioners and they would be responsible to the Prime Minister.

Togoland

24. The Government takes this opportunity of defining its attitude to the Togoland problem. The Northern Territories Council has expressed grave concern regarding the future of the Northern Section of Togoland under United Kingdom Trusteeship ; four of the most important Northern Territories States extend into Togoland, and the Paramount Chiefs and people are not prepared to see them dismembered by an international boundary. They therefore insist that a decision on the future of the Northern Section of Togoland should be taken before any further major advance is made towards self-govern-

ment. The Prime Minister has assured the Northern Territories Council that, while the time has not come for formal proposals to be presented to the United Nations for the amendment of the Trusteeship Agreement, the Government of the Gold Coast is confident that, when the time comes, the United Nations Organisation will not fail to give satisfaction to the frequently reiterated and unanimous demand of the people of the Northern Section for their area to become part of the Northern Territories of the Gold Coast. Indeed for the United Nations Organisation to do otherwise would, it is considered, be contrary to the basic objectives set out in the United Nations Charter. The Chiefs and people concerned have made it abundantly clear that they have no intention of allowing an international boundary to divide the people living in the Northern Section of Togoland under United Kingdom Trusteeship from the Northern Territories.

25. There is a growing opinion in Southern Togoland in favour of integration with the Gold Coast and it is hoped that, when the advantages of joining a self-governing Gold Coast are fully appreciated by the people of that area, they will be in a position to make clear their wishes for their future status.

Procedure for appointing the Prime Minister and Ministers

26. There was a unanimous desire to dispense with the provisions of the present Order in Council relating to the appointment of the Prime Minister and Ministers.

27. The Government proposes that the Prime Minister should be appointed by the Governor from among the members of the Legislative Assembly, where he would normally be the leader of the majority party.

28. The other Ministers and the Ministerial Secretaries should be appointed by the Governor acting on the advice of the Prime Minister. Ministers and Ministerial Secretaries would hold office during the Governor's pleasure, and would only be removed from office upon the advice of the Prime Minister. They would be able to resign by notifying the Governor in writing through the Prime Minister.

29. A special request was made by the Northern Territories Council for provision to be made in the Constitution for the Northern Territories to be represented in the Cabinet and among Ministerial Secretaries in proportion to their population.

30. The Government accepts the principle that the Northern Territories should be represented in the Assembly in proportion to their population and adequately in the Cabinet, but does not consider that it would be in the true interests of the North or of the Gold Coast to make provision in the Constitution with regard to the special representation of any Region in the Cabinet.

Assignment of Portfolios

31. There is unanimous agreement that the provisions of the Order-in-Council, by which the assignment of portfolios is made by the Governor after consultation with the Prime Minister, should be revised in such a way as to enable the Prime Minister to have sole

responsibility for allocating portfolios to Ministers and for assigning Ministerial Secretaries to assist them. The Government will make proposals accordingly.

Cabinet Procedure

32. This is not a matter on which representations were received to any great extent. The Northern Territories Council stated that it desired no change in the present arrangements.

33. The Government considers, however, that the functions of the Prime Minister of the Gold Coast should correspond with those of Prime Ministers in other countries. Accordingly, proposals will be made to the effect that the Constitution should be amended to provide that the Prime Minister will preside at Cabinet meetings, but that the Governor will retain the right to summon a special meeting of the Cabinet when he sees fit, and that at such a meeting he will preside.

34. It is proposed that the duties of the Secretary to the Governor and of the Secretary to the Executive Council should be separated, and provision for the former office should be removed from the Constitution. There should be a post of Secretary to the Cabinet who could also be the Secretary to the Prime Minister.

35. It is proposed that the Cabinet Office should be situated in the same premises as the Prime Minister's Office, and in the same premises as the room in which the Cabinet would normally meet.

36. It is proposed that the expression "The Executive Council" should be replaced by "The Cabinet".

The Legislature

37. It is an interesting fact, which cannot be overlooked, that of all the hundred or so councils, parties and groups which have expressed opinions in memoranda on whether a unicameral or a bicameral legislature should be adopted, only the Convention People's Party and six other bodies are in favour of continuing with a single House. A number of reasons are given in support of two houses, the following being the main points :

- (a) A second Chamber would serve as a check on hasty legislation.
- (b) It would enable persons of eminence who would not be disposed to stand for ordinary election to make a valuable contribution to the government of the country.
- (c) It would abolish the present uneasy relationship between traditional rulers and representative members in the single Chamber, and enable the Chiefs to conduct their business in an atmosphere of greater dignity.
- (d) It would be in conformity with the system in most other democratic countries.

38. Argument against a second Chamber were based on the additional expense which would be involved and on the fact that in the existing Assembly the Territorial Councils were adequately represented. Due account was perhaps not taken of the country's wish (which will be

referred to at paragraph 44 below) that all elections to the Assembly should be direct elections and that electoral colleges should be abolished.

39. In a wholly elected House of Assembly there would thus be no provision for the special representation of traditional authorities and unless there were a second Chamber, Territorial Councils would become purely deliberative or consultative bodies since they would have no effective voice in the Legislature. It has been necessary to consider whether it would be wise to exclude the special representation of the Territorial Councils.

40. On the other hand, it has been observed that the establishment of a second House might be a cause of friction between the Chiefs and the people, particularly if important legislation were delayed by the conservatism of Traditional Members in the Upper House. The interests of the Chiefs and of their people should be the same, and accordingly it is open to question whether there should be separate representation of the Traditional Authorities.

41. The Government has reason to believe, after hearing the views of the Executive Committee of the Asanteman Council, the Standing Committee of the Joint Provincial Council, the Committee of the Ghana Nationalist Party, the Steering Committee of the Ghana Congress Party and representative of the Trades Union Congress, that public opinion has changed since the representations on the form of the Legislature were written. In particular it has become apparent to most of those concerned that there is an inherent danger in having two Houses, in that the Upper House would be largely composed of Chiefs or their representatives elected by the Territorial Councils, and any action taken by this House to delay or drastically to amend a measure passed in the Lower House might bring about a conflict which might jeopardise the position of Chiefs. All are agreed that this is to be avoided. It would be preferable, therefore, that the Territorial Councils should remain and so enable the Traditional Authorities to express their views on national questions in their own forum and convey them direct to the Government.

42. Accordingly, the Government will not recommend to the United Kingdom Government any revision of the Order in Council to provide for a bicameral legislature. If, however, there should be a renewed demand for the establishment of a second Chamber, it will be open to the newly elected Legislative Assembly to examine the question again.

43. Some few memoranda were received regarding the formal recognition by the Government of an official parliamentary Opposition. The Government intends to recognise an official Opposition, and will accordingly make provision in future Estimates for a remuneration of £1,500 per annum for the Leader of the official Opposition. This remuneration will be in substitution for his allowance as a Member.

Representational and Electoral Reform

44. The Government has assumed that "there must be a Commission of Enquiry into representational and electoral reform". In response to the enquiry made by the Prime Minister as to the com-

position and terms of reference of the Commission, it has been represented generally that a Commission of Enquiry should be set up under the provisions of the appropriate Ordinance and that it should number between five and eight. Similarly it appears to be generally agreed that representation in the Gold Coast should be proportionate to the population, and that the elections throughout the country should be direct. It would follow from this that the elections by Territorial Councils acting as electoral colleges, and by electoral colleges in rural constituencies, would cease. There also was a general demand for an increase in the size of the Legislative Assembly. The task of a Commission of Enquiry should be primarily to delimit the new constituencies on that basis. It was considered by a number of bodies that the case for the Special Members should be examined.

45. The Government has examined the representations with care, and is in general agreement with them. It is intended to put forward proposals to the Secretary of State for a unicameral legislature.

46. The Government proposes as follows :

(1) The Legislative Assembly should be composed entirely of directly elected members. Representation in the Assembly should be proportionate to population.

(2) Each constituency should return one Member.

(3) There should be no change in the present provisions regarding the qualifications and election of the Speaker and Deputy Speaker.

(4) To appoint immediately a Commission of Enquiry into representational and electoral reform. The terms of reference of the Commission of Enquiry should be "to examine and make early recommendations on the following matters :

(i) The qualifications and disqualifications of electors and candidates for election, and the disqualification and tenure of office of members.

(ii) The registration of electors.

(iii) The ascertainment of the qualifications of electors and of candidates for election.

(iv) The division of the Gold Coast into electoral districts on the basis of approximately ninety-six rural constituencies, with an average population of 45,000 each and approximately seven municipal constituencies.

(v) The holding of elections.

(vi) The determination of all questions which may arise as to the right of any person to be or to remain an elected member of the Assembly".

(5) The Commission of Enquiry should be composed as follows :

Chairman : A Judge of the Supreme Court.

Four members : One to be appointed on the recommendation of each Territorial Council.

Four members : To be appointed by the Governor in Council.

The Public Service

47. The Government is in agreement with the general principle contained in the majority of the representations on the Public Service, that is, that the Public Service should be free from political control and interference. It is also agreed that the Public Service must be a loyal and efficient instrument of whatever Government is in power. A large number of the representations made contained recommendations regarding the ultimate responsibility for the Public Service and the manner of appointment of members of the Public Service Commission. In many cases the effect of these proposals would have been to place the Public Service under political control.

48. Until full self-government is achieved the Government is of the opinion that the responsibility for the appointment, promotion, transfer, dismissal, and disciplinary control must remain vested in the Governor advised by the Public Service Commission ; but it is proposed that with regard to the filling of certain of the higher posts in the Civil Service the Governor would consult the Prime Minister before making his decision.

49. The members of the Public Service Commission should be appointed by the Governor after consultation with the Prime Minister.

50. The Establishment Secretary should be responsible for the administration of the Public Service and he should be attached to the office of the Prime Minister, who will deal with Civil Service matters in the Legislative Assembly.

51. The Government is aware that these proposals may be regarded as seriously affecting the existing safeguards in respect of the Public Service. It considers, however, that nothing less will satisfy the general demand of the Gold Coast people.

52. This aspect of the problem is under urgent consideration both by the Government and by the Secretary of State, and it is hoped that an agreed statement will be made during the next meeting of the Legislative Assembly.

53. It is essential that the Gold Coast should have an efficient Civil Service and be able to continue to function as an efficient modern state. To this end it is necessary to accelerate the Africanisation of the Service as fast as is compatible with efficiency. The Government is fully aware of the continued need for the services of experienced overseas officers. Any accelerated Africanisation programme must, therefore, take this fact into account.

The Judiciary

54. There has been a general desire to ensure that the Judiciary be kept independent of the Executive. The Government is equally of this opinion.

55. The Government proposes to make the following recommendations :

(1) Judges of the Supreme Court should hold office during good behaviour and should not be removable except by the Governor on an address by a two-thirds majority of the Legislative Assembly.

(2) The salaries of Judges of the Supreme Court should not be subject to an annual vote of the Legislature, but should be permanently charged on the revenues of the Gold Coast.

(3) The future appointment of Judges should be made on the recommendation of a Judicial Service Commission by the Governor after consultation with the Prime Minister. The Commission should consist of the Chief Justice as Chairman, the Attorney-General, the Chairman and the Senior African Member of the Public Service Commission and the Senior Puisne Judge.

(4) The Prime Minister should answer in the Assembly in matters concerning the Judiciary.

56. Another problem remains which has given rise to considerable public interest, namely, the question of adequate remuneration of the Judges, and it should be here stated that the Government attaches great importance to the attraction of local barristers to the Supreme Court Bench. For some years to come the field of recruitment for high judicial office will be from among suitable candidates in private practice, or in the Law Officers' Department, or on the Magistrates' Bench. Because the present remuneration of Judges is fixed in relation to Civil Service career with pension rights there has been insufficient attraction to the Supreme Court Bench to local practising barristers of the necessary standing and qualities. It is accepted that such barristers when appointed will normally be of mature age and might be little interested in pensionable terms under existing pension laws. The remuneration of Judges will have to be fixed with these considerations in mind.

Local Constitutional Matters

57. There was considerable diversity of view on the question whether there should be any change in the provisions of that part of the Order in Council relating to bills or motions for the determination otherwise than by the Governor of questions relating to local constitutional matters. The Northern Territories Council considered that there should be no change in the present provisions and that safeguards for chieftaincy should remain. Other bodies generally considered that the discretionary powers at present vested in the Governor should be revised in such a way as to enable local constitutional matters to be resolved with the advice of qualified persons acceptable to the Chiefs and people of the Gold Coast as guardians of their interests and of their customary traditions.

58. The Government holds the view that the determination of these matters should be kept outside the realm of politics. In order to meet a general demand for a permanent committee of appeal in constitutional matters, the Government proposes that legislation should be enacted to provide for the determination of local constitutional matters otherwise than by the Governor acting in his discretion. The Joint Provincial Council and the Asanteman Council, whose Standing and Executive Committees respectively were consulted, would favour the establishment of a "Judicial Committee" of the Territorial Councils

consisting of the Presidents of the four Councils, the Prime Minister and a Judge of the Supreme Court to be appointed by the Chief Justice. This Committee would act as an appellate tribunal. The Government proposes that this Committee should consist of the Presidents of the four Councils, or their representatives, a Minister and a Judge, and that it should take the place of the Governor as the final authority for determining local constitutional matters. It would have powers, similar to those now exercised by the Governor under the State Councils Ordinances, to appoint Appeal Commissioners and Assessors and Committees of Enquiry, who would report to the Judicial Committee.

59. It is proposed that the provisions of section 57 (4) of the Gold Coast (Constitution) Order in Council should not be repeated in the new Constitution.

The Governor's Reserved Powers

60. Reference to the Governor's Reserved Powers enshrined in section 58 of the Gold Coast (Constitution) Order in Council was made by a few bodies. On the one hand the Northern Territories Council stated categorically that the powers should be retained. On the other, suggestions were made that they should be exercised only with the advice and consent of the Cabinet, that they should be reviewed, and that they should be abolished. Apart from the Northern Territories Council, however, this question was referred to by none of the more important bodies submitting representations, and it is clear that this is not a major subject of controversy. As is well known, the Reserved Powers have not been used under the present constitution.

61. A study of the relevant section of the Order in Council will satisfy the Chiefs and people of the Gold Coast that even if, in an extremity, the powers were used, there would be opportunity at many stages for the views of all parties to be made known and for the Secretary of State to take action accordingly. It is the view of the Government that the circumstances to which these provisions refer are largely hypothetical and would not appear to present any danger of affecting the wide measurement of self-government which is envisaged under the modifications now being sought in regard to the present Order in Council. The Government considers that it should be a measure of the country's satisfaction at the extent of the advances which are being set out in this White Paper, that no request should be put forward for the removal of the Reserve Powers. It would also be a proof to the United Kingdom Government of the determination of the Gold Coast to move forward to complete self-government without conflict and in an atmosphere of cordiality.

Ghana

62. A large number of the representations has included reference to the Gold Coast by the name of "GHANA" and has requested that this name should be the common and official usage.

63. It is clear that the name of Ghana serves the purpose of providing the people of the Gold Coast with a symbol of their national

unit and a link with past history. The Government, however, does not propose at this stage to do more than to indicate that when the Gold Coast obtains independence it would be for the Legislature to decide what the future name of the country should be.

Dominion Status

64. There is almost complete agreement that the Gold Coast should seek Dominion Status, although the desire is expressed in a number of different ways. The expressions most commonly used are as follows :

- (a) full Dominion Status ;
- (b) Dominion within the Commonwealth ;
- (c) Sovereign State within the British Commonwealth ;
- (d) complete independence within the Commonwealth ;
- (e) sovereign and independent State within the Commonwealth ;
- (f) full self-government within the Commonwealth ;
- (g) self-government and independent sovereign State with the Queen at the Head ;
- (h) complete autonomy within the Commonwealth ;

The point was made in one instance that the Gold Coast should be free to participate in all Commonwealth affairs on a level of equality with the Dominions. The Convention People's Party demanded : "That the Government of the Gold Coast make representations to the Queen-in-Council through the Secretary of State for the Colonies that the Chiefs and people of the Gold Coast demand immediate self-government and that an Act of Independence be simultaneously passed by the United Kingdom Parliament, and the Gold Coast Legislative Assembly declaring the Gold Coast to be, under the new name of "GHANA", a sovereign and independent State within the Commonwealth".

65. On the other hand, the Northern Territories Council sounded a note of caution. It appreciated that the desire of all is for self-government, but stated that constitutional advance must be based on a sound economy and that proper preparations must be made before full political responsibility was assumed.

66. Only four groups, when demanding complete self-government or independence, did not state that they would wish the country to remain within the Commonwealth, and not one made any mention of secession. The Government, therefore, is justified in assuming that the general demand of the Chiefs and people of the Gold Coast is for self-government within the Commonwealth. It appears that this demand can be met by an Act of Independence passed by Parliament ; an Act of the Imperial Parliament was passed for Ceylon in 1947. The Government therefore proposes that the United Kingdom Government should be informed of the general demand and be requested to make a declaration recognising the existence of this demand and expressing Her Majesty's Government's readiness to introduce an Act of Independence into Parliament. This recommendation will be incorporated in the Motion under which the Legislative Assembly will debate the White Paper.

67. It is the Government's intention to enter into the period of

constitution-making by requesting Her Majesty's Government to make a declaration regarding the grant of Independent Status within the Commonwealth, and, without prejudice to that question and as a matter of urgency, to consider the amendment of the present Order in Council. The main objects of the amendment will be to provide for a Legislative Assembly in which the Members are directly elected by secret ballot and for a Cabinet the Members of which should be members of the Assembly and directly responsible to it. Other modifications to the Order in Council on the lines of suggestions made by the Gold Coast Chiefs and people, in reply to the invitation of the Government, will also be put forward and are described in detail in the preceding pages.

68. It should be mentioned that in these pages, except in the Summary of Representations, the Governor continues to be referred to by that name. Until an Act of Independence has been passed and has become effective, the title of Governor must remain. The position of the Governor-General of the Sudan is quite different. The Sudan has been administered as a Condominium, and the channel of communication which its Government maintains with the United Kingdom Government is through the Foreign Office and not the Colonial Office.

69. The Government proposes, meanwhile, to request the Secretary of State for the Colonies to lay before the United Kingdom Government a request that the affairs of the Gold Coast may be dealt with by the Secretary of State for Commonwealth Relations, following the precedent of Southern Rhodesia. This would, in the Government's view, be more in consonance with the altered constitutional status of the Gold Coast envisaged in these proposals.

APPENDIX II

GOVERNMENT REVENUE AND EXPENDITURE

The approved estimates of revenue and expenditure for the financial year 1952-53, exclusive of expenditure from Development Funds, allowed for a surplus of £1,638,290. The actual figures for the year disclosed a surplus of £4,029,460. The following figures provide a basis for comparison between the estimates and the actual results :

	<i>Approved Estimates</i> £	<i>Actual</i> £
Gross Revenue	33,434,100	42,510,072
Gross Expenditure	31,795,810	38,480,612
	<hr/>	<hr/>
Surplus on year's working	1,638,290	4,029,460
	<hr/>	<hr/>

To the figure of £4,029,460 must be added the sum of £298,699 which is the net amount by which the investments held by the Government appreciated in value during the year. A surplus was therefore recorded at the end of the year amounting to £4,328,159.

The General Revenue Balance which stood at £9,126,621 on 1st April, 1952, was, with the addition of this surplus, increased to £13,454,780 on 31st March, 1953. Not included in this balance is a General Reserve Fund of £1,500,000 and a Supplementary Sinking Fund of £2,737,685 ; also the value of shares and debentures held in the Gonja Development Corporation, Agricultural and Fisheries Development Corporation and the West African Airways Corporation, aggregating £1,420,500. The grand total of General Reserves thus amounted to £19,112,965. The corresponding figure for the end of the 1951-52 year was £14,864,579. Of the General Revenue Balance of £13,454,780, £5,422,476 was accounted for by advances and sundry balances which included advances to the University College of the Gold Coast for capital works and to consultants and contractors in connection with the Volta River Project and Tema Harbour. The remainder, Invested Surplus Funds, amounted to £8,032,304.

Actual expenditure on development during the year amounted to £13,623,727, exceeding the estimated expenditure by £263,593. Of this amount £8,555,587 was charged to the Development Fund and £5,068,140 to the Special Development Fund.

Sums standing to the credit of the Development Funds at 31st March, 1953, were as follows :

Development Fund	£3,042,380
Special Development Fund	£6,902,777
Reserve Development Fund	£8,401,159
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Total	£18,346,316
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The estimates of revenue and expenditure for the year 1953-54

provided for an overall surplus of £841,110. The revised estimates indicate an end-year surplus of £2,979,620.

The revised estimates for development expenditure for the year 1953-54, before deduction of a balance of £1.9 million estimated to be available for revote, is £21.1 million. Of this total, capital expenditure accounts for £19.7 million and current expenditure, £1.4 million. This outlay will be met from the combined development funds.

The revised estimate of the financial position as at 31st March, 1954 is as follows :

Excess of assets over liabilities on 1st April, 1953	£13,454,780
Revised estimate of revenue 1953-54	£46,182,420
	<u>£59,637,200</u>
Revised estimate of expenditure 1953-54	£43,202,800
Estimated excess of assets over liabilities at 31st March, 1954	<u>£16,434,400</u>

REVENUE BY HEADS

<i>Head</i>	1951-52	1952-53
ORDINARY	£	£
Customs and Excise	21,431,451	26,477,680
Direct Taxation	5,294,921	8,521,875
Licences, etc.	547,715	604,168
Fees of Court	1,391,172	1,463,610
Posts and Telegraphs	597,532	670,932
Rents of Government Lands, etc.	171,702	190,870
Interest and Loan Repayments	722,086	1,912,207
Miscellaneous	445,044	161,500
Total Ordinary	30,601,623	40,002,842
EXTRAORDINARY		
Colonial Development and Welfare	144,267	71,748
Investments	18,573	1,021
Special Receipts	—	2,434,461
Total Extraordinary	162,840	2,507,230
GRAND TOTAL REVENUE	30,764,463	42,510,072

EXPENDITURE BY HEADS

<i>Head</i>	1951-52	1952-53
ORDINARY	£	£
The Governor	19,456	23,291
The Executive Council	17,986	24,052
Legislature	111,291	136,354
Audit	39,335	46,862
Office of the Secretary for Development	14,610,514	13,721,940
Public Service Commission	8,612	16,169
Supreme Court	81,755	101,497
Chief Secretary's Office and M.D.E.A.	77,508	110,063
Regional Organisation	—	334,725
Political Administration	249,694	—
Gold Coast Commissioner	—	16,945
Military	517,607	548,255
Miscellaneous	89,493	125,137
Naval Volunteer Force	69	64

EXPENDITURE BY HEADS—*continued*

<i>Head</i>	1951-52	1952-53
	£	£
Police	655,945	935,706
Printing	311,608	458,067
Information Services	—	186,727
Public Relations	130,619	—
Ministry of Justice and Law Officers	19,869	27,406
Registrar-General :	20,153	—
General	—	22,683
Vital Statistics	—	5,434
Land Boundary Settlement Commission	—	—
Ministry of Finance	21,596	41,787
Services under the authority of Ministry of Finance:		
Statistical Branch	32,369	40,214
Miscellaneous	407,762	540,896
Enemy Property and Trade	1,096	—
Vital Statistics	15,067	—
Bulk Purchase Supply	20,687	16,833
Accountant General	39,022	70,185
Customs and Excise	306,800	321,142
Income Tax	31,203	40,694
Pensions and Gratuities	733,308	709,487
Public Debt Charges	2,016,502	738,395
Subventions	541,873	—
Ministry of Agriculture and Natural Resources	16,467	94,446
Agriculture	1,320,178	2,787,322
Animal Health	72,601	103,533
Fisheries	17,400	30,145
Forestry	163,423	228,714
Game	1,703	1,835
Rural Water Development	37,232	172,169
Soil and Land-Use Survey	—	60,801
Tsetse Control	30,580	37,660
Ministry of Commerce, Industry and Mines	12,862	21,176
Commerce and Industry	29,126	51,581
Geological Survey	21,319	26,861
Mines	12,852	19,694
Ministry of Communications and Works	13,222	52,868
Civil Aviation	102,265	134,950
Electricity	413,260	507,783
Meteorological Services	27,962	42,459
Posts and Telegraphs	562,241	941,806
Public Works	745,681	1,297,024
Public Works Annually Recurrent	1,243,576	2,153,379
Transport	165,395	223,032
Ministry of Education and Social Welfare	18,040	886,954
Co-operation	35,259	55,523
Education	1,540,057	2,959,615
Prisons	271,878	338,227
Social Welfare and Community Development	—	219,657
Social Welfare	91,265	—
Ministry of Health and Labour	12,807	26,872
Labour	55,861	73,681
Medical	1,177,547	1,699,327
Ministry of Housing, Town and Country Planning	4,835	20,144
Housing	57,102	138,689
Lands	48,678	114,712
Surveys	96,785	129,187

EXPENDITURE BY HEADS—*continued*

<i>Head</i>	1951-52	1952-53
	£	£
Town and Country Planning	15,793	26,703
Ministry of Local Government	14,018	21,834
Local Government Grants-in-aid	803,039	1,161,801
Local Government School	2,311	8,270
Ministry of Labour	—	3,449
Total Ordinary	30,383,419	36,234,800
EXTRAORDINARY		
The Governor	2,130	4,486
Legislature	429	—
Audit	1,044	CR. 182
Regional Organisation	—	4,321
Political Administration	2,158	—
Gold Coast Commissioner	—	3,601
Military	200	—
Police	71,482	89,998
Printing	91,237	45,490
Information Services	—	2,951
Public Relations	3,130	—
Ministry of Justice and Law Officers	4	10
Services under the authority of Ministry of Finance :		
Statistical Branch	9,546	6,265
Miscellaneous	866,953	251,992
Bulk Purchase Supply	707	261
Accountant-General	—	2,986
Customs and Excise	1,179	2,225
Income Tax	—	27
Local Loans	125,213	647,385
Agriculture	161,503	534,784
Animal Health	5,576	1,099
Cocoa Rehabilitation	314,736	—
Fisheries	588	409
Forestry	3,092	8,386
Rural Water Development	4,399	1,053
Geological Survey	728	—
Mines	106	—
Ministry of Communications and Works	—	43
Civil Aviation	21,192	13,951
Electricity	35	63
Meteorological Services	1,037	1,239
Posts and Telegraphs	21,824	21,134
Public Works Extraordinary	694,981	485,713
Transport	21,999	32,952
Education	21,247	9,751
Prisons	1,076	6,440
Social Welfare and Community Development	—	2,376
Social Welfare	3,282	—
Labour	160	1,140
Medical	21,903	19,191
Lands	34,125	27,776
Surveys	10,177	3,659
Town and Country Planning	34	452
Local Government School	1,391	12,384
Total Extraordinary	2,520,604	2,245,812
GRAND TOTAL EXPENDITURE	32,904,023	38,480,612

ORDINARY AND EXTRAORDINARY REVENUE AND EXPENDITURE (1)
(Alternative classification)

£ thousand

<i>Receipts</i>	(2) 1951-52	(3) 1952-53	(4) 1953-54	<i>Payments</i>	(5) 1951-52	(3) 1952-53	(4) 1953-54
	£	£	£		£	£	£
CURRENT ACCOUNT				CURRENT ACCOUNT			
Tax Revenue :				Current Expenditure on Goods and Services :			
Direct taxation	5,295	8,522	8,100	Wages and Salaries :			
Customs and Excise duties :				Personal Emoluments	3,089	4,434	5,239
Cocoa duty	10,767	16,407	11,500	Other Wages (6)	333	1,134	885
Other	10,601	10,029	11,904	Purchases of Goods and Services	6,213	8,528	8,244
Licences, etc.	589	604	633				
Total tax revenue	27,252	35,562	32,137	Total Current Expenditure on Goods and Services	9,635	14,096	14,367
Income from property :				Transfer incomes :			
Share of profits of W.A.C.B.	324	—	—	Refunds and Reimbursements	138	153	100
Interest on overseas investments	247	512	70	Public Debt Interest	342	296	341
Interest on internal loans	376	365	476	Subsidies	32	440	320
Other	215	204	253	Current grants to persons including scholarships and pensions	707	850	939
Total income from property	1,162	1,081	799	Current grants to local authorities and local institutions	2,383	4,216	6,025
Grants :				Grants abroad	550	559	862
From Cocoa Marketing Board	—	2,434	2,454	Capital grants to cocoa farmers and other persons	327	688	1,251
From Colonial Development and Welfare Scheme	144	72	770	Capital grants to local authorities and local institutions	19	17	27
From Mutual Security Agency	—	—	500				
Total grants	144	2,506	3,724	Total Current Expenditure on Goods and Services and Transfer Incomes	14,133	21,314	24,233

		£ thousand					
<i>Receipts</i>	(2) 1951-52	(3) 1952-53	(4) 1953-54	<i>Payments</i>	(5) 1951-52	(3) 1952-53	(4) 1953-54
	£	£	£		£	£	£
Other Current Revenue :	} 1,000 { 1 109			Appropriations from Revenue :			
Charges for services			383	To Development Funds	7,111	13,709	11,165
Earnings of Government Departments			588	To Renewal Funds	85	144	120
Reimbursements			260	To Other Funds	200	108	161
W.O.P.S. Contributions			—				
Other	109	160	24	Total Appropriations	7,396	13,960	11,446
Total Other Current Revenue	1,111	1,252	1,255	Total Current Expenditure	21,529	35,274	35,679
				Current Surplus	8,140	5,127	2,236
Total Revenue	29,669	40,402	37,915	Total Current Expenditure plus Surplus	29,669	40,402	37,915
Self-balancing Receipts :				Self-balancing Expenditure :			
Electricity Department	412	402	606	Electricity Department	412	402	606
Posts and Telecommunications	584	671	801	Posts and Telecommunications	584	671	801
	996	1,073	1,407	Total	996	1,073	1,407
CAPITAL ACCOUNT				CAPITAL ACCOUNT			
Repayment of Loans :				Payments :			
Railways	58	150	185	Gross fixed capital formation	1,106	956	812
Other	42	886	81	Purchases of existing assets	34	88	39
Loans raised	2,300	1,350	—	Contribution to Sinking Funds	84	142	84
				Takoradi Harbour Loans	2,300	1,350	—
Total Capital Receipts	2,400	2,385	266	Other Loans Granted	127	648	319
Excess of Capital Payments over Receipts	2,825	3,505	1,395	Loan Repayments	89	299	409
				Advances (Net)	1,485	2,406	—
Total	5,225	5,890	1,662	Total	5,225	5,890	1,662

ORDINARY AND EXTRAORDINARY REVENUE AND EXPENDITURE (1) (Alternative classification)—*continued*

£ thousand

<i>Receipts</i>	(2) 1951-52	(3) 1952-53	(4) 1953-54	<i>Payments</i>	(5) 1951-52	(3) 1952-53	(4) 1953-54
	£	£	£		£	£	£
Overall Financial Results :				Overall Financial Results :			
Total Current Receipts .	29,669	40,402	37,915	Total Current Expenditure .	21,529	35,274	35,679
Total Capital Receipts .	2,400	2,385	266	Total Capital Expenditure .	5,225	5,890	1,662
Self-balancing Receipts .	996	1,073	1,407	Self-balancing Expenditure .	996	1,073	1,407
				Total .	27,750	42,237	38,747
				Overall Surplus including Advances .	5,315	1,623	841
				Total Expenditure plus Overall Surplus .	33,064	43,860	39,588
				Overall Surplus excluding Advances .	6,799	4,029	841

(1) Apparent errors of addition or subtraction are due to rounding-off.

(2) Includes the sum of £2,300,000 from the Cocoa Marketing Board.

(3) Includes loan of £1,350,000 from the Cocoa Marketing Board.

(4) Estimates.

(5) Excludes £7,500,000 transferred to the Development Fund and £1,500,000 transferred to the Supplementary Sinking Fund from surplus assets, but includes the loan of £2,300,000 made to the Railway and Harbour Administration.

(6) Wages paid out of block votes are included under purchases of goods and services. No significance may be attached to the annual variations shown as details are not complete.

COMBINED DEVELOPMENT FUNDS

£ thousand

	<i>Actual</i>		<i>Revised(1) Estimates</i>	<i>Estimates</i>
	1951-52	1952-53(2)	1953-54	1954-55
Receipts :				
Contribution from Reserve .	8,000	—	720	—
Contribution from Revenue .	—	—	—	—
Contribution from Cocoa duty	14,470	12,837	12,573	11,160
Contribution from Colonial Development and Welfare Funds	140	74	468	1,000
Interest and dividends .	97	242	550	300
Interest and dividends trans- ferred	63	142		
Other current receipts . .	4	137	—	—
Grants from abroad . . .	—	—	500	106
Loans raised on Railway A/c. .	—	2,170	2,415	1,358
Loans raised on Togoland A/c.	—	—	300	700
Other loans	—	—	1,000	2,000
Loans repaid	—	800	—	—
Adjustments	—	8	—	—
Total receipts	22,775	16,411	18,527	16,624
Payments :				
Current expenditure on goods and services	21	33	28	36
Current expenditure on research	4	—	—	—
Current grants to persons .	116	195	203	199
Current grants to local authorities	4	2	24	6
Capital grants to universities, schools, missions, etc. .	710	1,704	913	1,696
Capital grants to local author- ities and local institutions .	317	492	198	150
Total current expenditure excluding depreciation .	1,171	2,427	1,366	2,086
Fixed capital formation . .	5,178	9,335	16,186	16,530
Purchases of existing assets .	50	13	135	57
Preliminary survey expenses .	46	—	681	409
Loans to Railway Administration	—	2,170	2,415	1,358
Loans to private persons .	—	—	317	—
Total capital expenditure .	5,275	11,518	19,735	18,355
Total expenditure excluding depreciation	6,446	13,945	21,101	20,440
Depreciation	448	—	—	—
Estimated balance available for revote (3)			— 1,926	+ 1,926
Total expenditure incl. depreci- ation of which Colonial Dev. and Welfare Funds Develop- ment	6,895 146 6,749	13,945 81 13,864	19,175	22,366

COMBINED DEVELOPMENT FUNDS—*continued*

£ thousand

	<i>Actual</i>		<i>Revised(1) Estimates</i>	<i>Estimates</i>
	1951-52	1952-53(2)	1953-54	1954-55
Overall Surplus or Deficit . . .	15,881	2,466	— 648	— 5,742
Balance at beginning of year . . .	—	15,881	18,346	17,698
Balance at end of year . . .	15,881	18,346	17,698	11,956

(1) Excludes £4,000,000 not yet appropriated from reserve.

(2) Excludes capital expenditure of £1,028,721 on items in the Reserve Development Fund financed from Advances and not debited to the Fund at 31st March, 1953.

(3) It is estimated that £1,926,000 will be required to be revoted in 1954-55.

EXPENDITURE UNDER THE DEVELOPMENT AND RESERVE DEVELOPMENT PLANS CLASSIFIED BY TYPE OF SERVICE (1)

/ £ thousand

APPENDIX II

Services	Original Development Plan	Proposed Expenditure(2)			Estimated Expenditure, 1st April, 1951 to 31st March, 1955		
		Revised Development Plan	Reserve Development Plan	Total Plan	Development Plan	Reserve Development Plan	Total
Revenue producing services :							
Trading	18,553	13,939	10,624	24,563	9,596	4,169	13,765
Other	3,500	5,382	1,318	6,699	3,661	399	4,060
Agriculture and Trade :							
Economic	15,305	18,974	822	19,796	12,845	661	13,506
Advisory	1,189	691	—	691	525	—	525
Fiscal	—	—	—	—	—	—	—
Law and Order	3,303	5,598	—	5,598	3,317	5	3,322
Social	26,283	28,003	1,220	29,222	18,277	1,105	19,382
Administration	7,933	8,681	7,926	16,607	5,984	1,431	7,415
GRAND TOTAL	76,066	81,267	21,909	103,176	54,204	7,770	61,974

(1) Loans to finance Takoradi Harbour Extensions do not pass through the Development Funds and are omitted from this analysis. A total of £4.8 million will have been raised from the Cocoa Marketing Board at 31st March and loaned to the Railway and Harbour Administration for this purpose.

(2) Total proposed expenditure refers to expenditure from the Development and Special Development Funds under the Revised Development Plan and expenditure from the Reserve Development Fund.

APPENDIX III

EXTERNAL PUBLIC DEBT

The funded debt at 31st March, 1953 remained at £8,410,000. Particulars of the loans including their respective sinking funds are as follows :

<i>Object of Loan</i>	<i>Nature of Loan</i>	<i>Amount of Loan</i>	<i>Amount of Sinking Fund</i>	<i>Net present liability at 31st March, 1953</i>
Construction of Takoradi Harbour, the Central Province Railway and other railway and harbour works in the Colony.	4½% Inscribed Stock 1956	£ 4,628,000	£ 1,813,770	£ 2,814,230
Completion of Takoradi Harbour and Construction of Kumasi Waterworks, Supreme Court Buildings and Accra water main construction.	4½% Inscribed Stock 1960-70	1,170,000	279,873	890,127
Redemption of part of the Gold Coast Government 3% Stock 1927-52 and 3½% Stock 1934-59.	3% Conversion Stock 1954-59	602,000	130,844	471,156
Redemption of part of the Gold Coast Government 6% Stock 1945-70.	3% Inscribed Stock 1963	2,010,000	170,191	1,839,809
		£8,410,000	£2,394,677	£6,015,323

APPENDIX IV

EXPENDITURE ON SCHEMES FINANCED UNDER THE COLONIAL DEVELOPMENT AND WELFARE ACT

The following table shows the amounts expended from Colonial Development and Welfare Funds and local resources:

<i>Scheme No.</i>	<i>Title of Scheme</i>	<i>Actual receipts by Gold Coast from C.D.F. and W.S. to 31st March, 1952</i>	<i>Actual receipts by Gold Coast from C.D.F. and W.S. in 1952-53</i>	<i>Over-Issues recovered and credited to C.D. & W. Funds</i>	<i>Expenditure from Gold Coast Funds in 1952-53</i>
D.287	Water Supply	100,000	—	1,600	—
D.597A	Nurses' Training School and Hostel	30,905	3,275	—	23,914
D.685	Leprosy Survey	8,550	—	65	—
D.705	Leper Colonies	39,090	12,000	—	—
D.730 & 730A	Building Grant to Educational Units	663,500	20	—	—
D.965 & 965A	Geological Survey	58,190	36,200	—	303
D.1175	Meteorological Services	44,320	6,780	—	2,873
D.1191B	Geological Survey E.C.A. Scheme	5,500	—	—	—
D.1210	Volta River : Initial Survey	15,000	—	—	—
D.1210A	Volta River : Additional Boring	61,500	—	—	—
D.1210B	Volta River : Hydrographic Survey	—	—	—	—
	Accra—Prampram	5,020	—	—	—
D.1623	Aeronautical Telecommunications Equipment	10,000	14,650	—	—
D.1627	Aerial Survey of Volta Basin	14,100	—	—	—
D.1822	Leprosy Service	—	27,600	—	—
D.1847	Books Van	—	3,375	—	—
R.311	W.A. Building Research	—	2,665	—	—
R.406	Sociology Research among the Lobi People	2,040	960	—	—
R.433	W.A. Agricultural & Forestry Research Organisation	2,090	1,900	—	648
R.469	Research into Malaria	—	3,820	—	—
R.524	Timber Borer Research	—	1,275	—	—
	TOTAL	1,059,805	114,520	1,665	27,738

APPENDIX V LOCAL GOVERNMENT FINANCE

(i) REVENUES OF TOWN COUNCILS AND NATIVE/LOCAL AUTHORITIES, 1948-53

	1948-49	1949-50	1950-51	1951-52	1952-53
	£	£	£	£	£
Accra Town Council	244,486	277,114	332,723	363,648	471,547
Cape Coast Town Council	22,552	27,594	33,958	46,864	51,396
Sekondi/Takoradi Town Council	80,565	88,205	137,647	150,196	215,080
Kumasi Town Council	197,018	154,585	283,335	327,453	416,197
Obuasi Sanitary Board	15,778	16,833	16,418	20,546	*
Tarkwa Sanitary Committee	5,200	6,312	6,925	8,322	*
Total of Town Councils and Townships	565,599	570,643	811,006	917,029	1,154,220
Colony Native Authorities (incl. S. Togoland)	625,324	708,521	856,450	933,893	—
Colony Local Authorities (excl. Trans-Volta)	—	—	—	—	884,321
Trans-Volta/Togoland Local Authorities	—	—	—	—	186,238
Ashanti Native/Local Authorities	483,548	596,005	709,373	812,000	990,459
Northern Territories Native/Local Authorities	302,929	317,645	411,172	464,667	645,997
Total of Native/Local Authorities	1,411,801	1,622,171	1,976,995	2,210,560	2,707,015
Gross Local Government Revenue	1,977,400	2,192,814	2,788,001	3,127,589	3,861,235

* In 1952-53 the figures for Obuasi and Tarkwa are included among the figures for Ashanti and Colony Local Authorities respectively.

(ii) MAIN SOURCES OF REVENUE AND MAIN HEADS OF EXPENDITURE OF LOCAL AUTHORITIES.

	Colony		Trans-Volta Togoland		Ashanti		Northern Territories	
	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53
	£	£	£	£	£	£	£	£
<i>Revenue :</i>								
Direct Taxation	—	154,783	—	76,301	272,824	408,793	72,470	136,631
Central Government grants in aid	—	225,198	—	54,553	231,060	349,959	194,654	269,895
Gross	—	884,321	—	186,238	832,546	990,459	464,667	645,997
<i>Expenditure :</i>								
Education (excluding capital expenditure)	—	160,519	—	39,732	94,257	96,466	63,002	102,508
Extraordinary	—	104,505	—	21,896	283,519	359,866	104,872	256,043
Medical and Health	—	107,490	—	12,866	44,956	80,255	35,848	66,967
Gross	—	871,894	—	152,007	866,657	970,037	520,484	807,376

NOTE : Comparative figures for Colony and Trans-Volta/Togoland not given because Colony and Trans-Volta/Togoland were not split in 1951-52.

APPENDIX VI

INCOME AND COMPANY TAX

Scope of Charge. Tax is payable on all income accruing in, derived from, brought into, or received in, the Gold Coast in respect of :

- (a) gains or profits from any trade, business, profession or vocation ;
- (b) gains or profits from any employment ;
- (c) dividends, interest or discounts ;
- (d) any pension, charge or annuity ;
- (e) rents, royalties, premiums and any other profits arising from property.

In effect all income is taxable if it either arises in the Gold Coast or arises abroad and is remitted to the Gold Coast by a resident. (Special provisions, however, exist to exempt from tax the foreign income of temporary visitors to the Gold Coast).

Deductions. Tax is charged only on net income, after deducting all expenses which are wholly incurred in the production of the gross income.

Basis of Assessment. Income tax is calculated and charged separately for each year of assessment, running from 1st April in one year to 31st March in the next. Normally the charge is calculated by reference to the income of the preceding year. But to avoid undue delay in the collection of tax when a business commences and to avoid undue prolongation of payment of tax when it ceases, provision is made for the assessment of tax in certain of the opening and closing years of a business or employment to be calculated by reference to the income of the year of assessment itself, and not that of the preceding year. The income so calculated for any year of assessment (irrespective of the period in which the income arose) is called the "assessable income" for that year.

Capital Allowances. Liberal tax allowances are given for capital expenditure incurred for the purposes of a trade carried on in the Gold Coast. Expenditure which ranks for these] allowances includes expenditure on the purchase of plant, machinery and fixtures and on the construction of buildings, structures and works of a permanent nature, initial and development expenditure on mines and capital expenditure in connection with the working of a timber concession.

For the year in which qualifying expenditure is incurred, an initial allowance is made at the following rates :

Plant	40 per cent
Mines and timber concessions	20 „ „
Buildings	10 „ „

For the same year and for future years during which the expenditure is in use for the trade, annual allowances are given on the reducing balance of expenditure (i.e. the original expenditure less allowances made for previous years) at the following rates :

Plant	Varying rates dependent on the life of the particular asset in question—rates applicable to particular assets will be supplied on request.
Mines and Timber	15 per cent, or such higher rate as may be appropriate in view of the rate of exhaustion of the mineral deposits or the timber.
Buildings	10 per cent.

When the expenditure is exhausted, by the sale or abandonment of the assets, balancing allowances or charges are made. If the written-down value of the expenditure exceeds the amount (if any) realised on sale, a balancing allowance is made equal to the excess. If, on the other hand the proceeds of sale exceed the written-down value, that excess is added to income by way of balancing charge, which is, however, limited to the allowances made on the asset.

In total, therefore, a trader is given tax allowances equal to the net cost of an asset spread over the life of the asset.

Personal Allowances. Individuals pay tax not on their assessable income in full but on the balance of assessable income after deducting certain personal allowances, which for the year of assessment 1952–53 were as follows :

- (i) to each individual, £200 ;
- (ii) in respect of a wife living with or maintained by the taxpayer £150 ;
- (iii) in respect of each unmarried child (up to a maximum of five) who is either under 16 years of age or is undergoing full-time instruction at an educational establishment or is serving under articles or indentures with a view to qualifying in a trade or profession, £50. In addition to the allowance of £50 an allowance equal to the cost incurred with the education of such children up to a maximum of £200 per child ;
- (iv) the cost of maintaining a dependent relative, up to £100 ;
- (v) life assurance premiums, limited to :
 - (a) one-fifth of the taxpayer's total income ;
 - (b) 10 per cent of the capital sum assured on death ; and
 - (c) £1,000 (including any pension or provident fund contributions) ;
- (vi) the amount of any earned income of the taxpayer's wife up to £150.

Double Taxation Relief. Provision is made for certain relief from tax when a person pays tax on the same income both in the Gold Coast and in some other part of the British Commonwealth. The position in regard to the United Kingdom, Nigeria, Sierra Leone, the Gambia, Canada and New Zealand is regulated by Double Taxation Arrangements made with the respective Governments.

Administration. The tax is under the administration of a Commissioner of Income Tax, with his Head Office at Accra. There is also an office at Kumasi, covering Ashanti and the Northern Territories. The assessment and collection of tax from United Kingdom companies is normally arranged through the Colonial Income Tax Office, London. The Commissioner is responsible for obtaining returns of income, making assessments to tax, and collecting the tax and paying it into the general revenue of the Gold Coast.

Appeals. Assessments to tax made by the Commissioner are subject to appeal to the Supreme Court. Where the tax in dispute does not exceed £50, an appeal may be made to the Board of Commissioners, consisting of three persons who are not public officers, nominated by the Governor, and thence to the Supreme Court. An appeal lies from the Supreme Court to the West African Court of Appeal.

Payment of Tax. Tax is normally payable in two equal instalments, the first within two months of the date of service of the notice of assessment and the second by 31st March, i.e. the last day of the year of assessment. Where tax is not paid by the due date, a penalty of 5 per cent of the tax is imposed.

Small Companies' Relief. With effect from the year of assessment 1949-50, companies incorporated and controlled in the Gold Coast on or after 1st April, 1944 are entitled to relief, where their profits do not exceed £1,000 per annum, of all tax for the first two years, of two-thirds of the tax for the next two years and of one-third of the tax for the fifth and sixth years. Where the profits are between £1,000 and £3,000, relief at a diminishing rate is given.

Pioneer Companies Relief. With a view to stimulating the development of new industries in the Gold Coast, an important and generous relief is given to "pioneer companies" i.e. companies which carry on a new industry which has been declared "pioneer" by the Executive Council, and which have been given a "pioneer certificate" by the Minister of Finance. The maximum relief given is a "tax holiday period" of five years, i.e. exemption from tax on profits for five years, although a smaller relief may be authorised by the Executive Council (e.g. in the case of an industry which is already developing). This relief is alternative to the small companies relief.

If a loss is incurred over the whole of the tax holiday period, it is carried forward and set against subsequent profits.

Allowances for capital expenditure incurred during the tax holiday

period are deferred until after the end of the period, thereby ensuring a further measure of relief to pioneer companies.

Rates of Tax. After all deductions have been made, and, in the case of individuals, after personal allowances have been granted, tax is payable on the balance of chargeable income as follows :

(a) by individuals and bodies of persons :

<i>Chargeable Income</i>						<i>Rate of Tax</i>	
						<i>s.</i>	<i>d.</i>
On every pound of the first					£200		3
" " " " " next					£200		6
" " " " " "					£200		9
" " " " " "					£200	1	0
" " " " " "					£400	2	0
" " " " " "					£800	3	0
" " " " " "					£1,000	4	0
" " " " " "					£1,000	5	0
" " " " " "					£1,000	7	6
" " " " " "					£5,000	9	0
" " " exceeding					£10,000	11	6

(b) by companies, at 9s. in the £.

Further information regarding income tax may be obtained from the Commissioner of Income Tax, P.O.Box 930, Accra, or from the Official Representative, Colonial Income Tax Office, 26, Grosvenor Gardens, London, S.W.1.

TABLE SHOWING EXAMPLES OF THE AMOUNT OF TAX PAYABLE BY SIX CLASSES OF
OF TAXPAYERS FOR THE YEAR OF ASSESSMENT 1953-54

<i>Income</i>	<i>Single Man</i>	<i>Married Man</i>	<i>Married man with one child</i>		<i>Married man with two children</i>	
			<i>No educational allowance due</i>	<i>Maximum educational allowance due</i>	<i>Maximum educational allowance due for one child</i>	<i>Maximum educational allowance due for both children</i>
£	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
500	5 0 0	1 17 6	1 5 0	—	—	—
600	7 10 0	3 15 0	2 10 0	—	—	—
700	11 5 0	6 5 0	5 0 0	1 5 0	12 6	—
800	15 0 0	9 7 6	7 10 0	2 10 0	1 17 6	—
900	20 0 0	13 2 6	11 5 0	5 0 0	3 15 0	—
1,000	25 0 0	17 10 0	15 0 0	7 10 0	6 5 0	12 6
1,250	50 0 0	35 0 0	30 0 0	17 10 0	15 0 0	1 17 6
1,500	80 0 0	60 0 0	55 0 0	35 0 0	30 0 0	7 10 0
1,750	117 10 0	95 0 0	87 10 0	60 0 0	55 0 0	17 10 0
2,000	155 0 0	132 10 0	125 0 0	95 0 0	87 10 0	35 0 0
2,500	245 0 0	215 0 0	205 0 0	170 0 0	162 10 0	60 0 0
3,000	345 0 0	315 0 0	305 0 0	265 0 0	255 0 0	132 10 0
4,000	585 0 0	547 10 0	535 0 0	485 0 0	472 10 0	215 0 0
5,000	935 0 0	878 15 0	860 0 0	785 0 0	766 5 0	422 10 0
						691 5 0

APPENDIX VII

A.—ESTIMATED INDUSTRIAL DISTRIBUTION OF THE MALE POPULATION OF WORKING AGE. DECEMBER, 1953

Thousands

A. Agriculture, Forestry and Fishing .	865	
1. Agriculture (excluding cocoa but including livestock and subsistence farming)		613
2. Cocoa farming (including labourers carrying beans to store or transport)		185
3. Forestry, timber logging, etc. .		24
4. Fishing		43
B. Mining and Quarrying	48	
1. Gold		32
2. Diamond		8
3. Manganese		7
4. Bauxite		1
C. Manufacturing	74	
D. Construction	50	
E. Electricity, Gas, Water and Sanitary Services	5	
F. Commerce	115	
G. Transport, Storage and Communication	39	
1. Railways		10
2. Road		20
3. Water		5
4. Storage and Communications .		4
H. Services	74	
TOTAL	1,270	

B.—RECORDED NUMBERS OF PERSONS (MALE AND FEMALE) IN WAGE-EARNING EMPLOYMENT ON 31ST DECEMBER, 1952

<i>Industry Group</i>	<i>Total</i>	<i>Private enterprise</i>	<i>Public authorities</i>
Agriculture, Forestry and Fishing . .	25,073	13,159	11,914
Mining and Quarrying	41,037	41,037	—
Manufacturing	11,776	11,080	696
Construction	44,700	17,437	27,263
Electricity, Water and Sanitary Services .	4,241	187	4,054
Commerce	23,498	23,357	141
Transport, Storage and Communication .	18,511	3,286	15,225
Services	47,439	14,087	33,352
Total	216,275	123,630	92,645

C.—PRINCIPAL CATEGORIES OF WAGE EARNERS AND RATES OF WAGES

<i>Industry or Service</i>	<i>Category</i>	<i>Daily Wage Rates</i>	
		<i>Min.</i>	<i>Max.</i>
1. GOVERNMENT	Tradesman Class I	11s. 6d.	12s. 0d.
	Tradesman Class II	9s. 3d.	9s. 9d.
	Driver Grade I	9s. 6d.	10s. 0d.
	Driver Grade II	8s. 6d.	9s. 0d.
	Driver Mechanic	10s. 6d.	11s. 0d.
	Wireless Mechanician, Mechanician Blacksmith, Mechanician Fitter, Mechanician Painter and Plater	11s. 6d.	12s. 0d.
	Estate Overseer	10s. 0d.	10s. 6d.
	Works Clerk	7s. 0d.	7s. 6d.
	Stores Clerk		
	Site Clerk		
	Mechanical Asst. (Printing)	6s. 6d.	7s. 0d.
	Carrier Paddler or Carrier (Customs & Excise)	4s. 0d.	4s. 6d.
	Blaster (P.W.D.)	7s. 6d.	8s. 0d.
	Conservancy Labourer	5s. 6d.	6s. 0d.
	General Labourer	4s. 0d.	4s. 6d.
	Messenger	4s. 6d.	5s. 0d.
2. MINING	General Clerk	4s. 0d.	8s. 3d.
	Engine Attendant	4s. 0d.	8s. 3d.
	Greaser	3s. 9d.	4s. 3d.
	Carpenter and Sawyer	7s. 6d.	9s. 3d.
	<i>Underground :</i>		
	Machine Driver	5s. 0d.	6s. 6d.
	Blaster	5s. 3d.	6s. 9d.
	Timber Boy	4s. 3d.	4s. 9d.
	Shaftsman	4s. 9d.	6s. 6d.
	Labourer	4s. 3d.	4s. 9d.

<i>Industry or Service</i>	<i>Category</i>	<i>Daily Wage Rates</i>	
		<i>Min.</i>	<i>Max.</i>
	<i>Surface Mining</i>		
	Loco Driver	5s. 3d.	10s. 0d.
	Labourer	3s. 6d.	4s. 0d.
	<i>Apprentices :</i>		
	1st Year	3s. 6d.	3s. 6d.
	2nd Year	4s. 0d.	4s. 0d.
	3rd Year	4s. 6d.	4s. 6d.
	Telephone Operator	4s. 0d.	6s. 3d.
3. COMMERCIAL	Clerk General	}	28s. 0d.
	Book-keeper		
	Storekeeper		
	Craftsman III	5s. 0d.	8s. 0d.
	Craftsman II	7s. 4d.	10s. 4d.
	Craftsman I	10s. 4d.	13s. 4d.
	Driver	5s. 8d.	10s. 4d.
	General Labourer	4s. 0d.	4s. 6d.
	Watchman	3s. 6d.	4s. 0d.
4. FORESTRY & LOGGING	Clerk (General)	}	20s. 0d.
	Book-keeper		
	Carpenter	5s. 6d.	20s. 0d.
	Mason	5s. 6d.	10s. 0d.
	Sawyer	4s. 0d.	10s. 9d.
	Lorry Driver	4s. 0d.	9s. 3d.
	Machinist	4s. 0d.	11s. 0d.
	Polisher	3s. 9d.	10s. 0d.
	Labourer	3s. 0d.	9s. 0d.
	Watchman	3s. 4d.	6s. 0d.

APPENDIX VIII

MEDICAL AND HEALTH STAFF

	<i>Government</i>	<i>Mission</i>	<i>Private</i>	<i>Notes</i>
1. Registered Physicians with degrees recognised in the United Kingdom :				
(a) Government Officers holding administrative or specialist posts	18	—	—	The services of some of the medical practitioners employed by mining companies are made available to Government. One private practitioner is employed by Government on a sessional basis.
(b) Other Government and non-Government Physicians	77	1	84	
Licensed Physicians with degrees which are not registrable in the United Kingdom	8	6	5	
Dental Surgeons	6	—	7	
2. Nurses whose training was equivalent to that provided in the United Kingdom	124	11	54	The apparent decrease is due to an error in the figures given in the 1952 report.
Nurses with certificate recognised locally but not in the United Kingdom	683	31	299	
Nurses in training	463	24	125	
3. Midwives whose training was equivalent to that provided in the United Kingdom	29	26	19	
	Of these the following are included in the number shown in paragraph 2 above of Nurses whose training was equivalent to that provided in the United Kingdom :			
	29	11	19	
Midwives with certificate recognised locally but not in the United Kingdom	243	4	140	
	Of these the following are included in paragraph 2 above :			
	195	—	—	
Midwives in training	95	6	—	
4. Sanitary Staff	195	Not available		
5. Laboratory and X-ray Technicians	81	Not available		
6. Pharmacists	115	1	172	

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